

# **SOCIAL WELFARE ORGANISATION**

**V. JAGANNADHAM**

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## FOREWORD

This study of Organisation for Social Welfare in India was undertaken by Prof. V. Jagannadham for the Ministry of Education, Government of India. In view of the importance of the subject as well as the manner in which Prof. Jagannadham has approached it, the Institute is glad to publish it under its auspices without, however, accepting responsibility for the views expressed in it. The study attempts to record the existing position as far as possible and makes recommendations for improving the organisation for social welfare in the country.

With the advent of Independence, the State started taking more and more interest in social problems with a view to providing services for alleviating the sufferings of those affected. The Government has been increasingly assuming responsibility for helping the handicapped, the destitute and the weaker sections of the community. For improving the efficiency of the services in the private sector and assisting them to achieve this end, the Government of India established the Central Social Welfare Board and the State Governments, the State Social Welfare Advisory Boards. For the Government sector no attempt has been made to have a unifying or a co-ordinating agency.

Till recently it was felt that social welfare activity is like any other government activity and should be executed in the same way as the other activities of the Government. But now realisation has come that for carrying out social welfare activities the government departments need a change in their set-up and a change in the approach to the problems and programmes among their personnel. The present study suggests the ways in which this could be done.

Another aspect which the study highlights is the relationship between the State Social Welfare Departments/Directorates and State Social Welfare Advisory Boards. It emphasises that both these organisations could co-exist and could render useful

service to the community, if their functions and areas of operations were more clearly defined.

Prof. V. Jagannadham has examined the problem and his recommendations are the outcome of much study and thought.

*J. N. Khosla*

Director,

The Indian Institute of Public Administration,

Indraprastha Estate,

New Delhi-1.

New Delhi,  
July 17, 1967.



## INTRODUCTION

### *Genesis of the Study*

This study of the organisational pattern for social welfare in the States and the Union Territories has been undertaken at the request of the Social Welfare Division of the Ministry of Education,<sup>1</sup> which was keen to explore the possibilities for creating or evolving a uniform pattern of social welfare organisation among the various states. There were no specific terms of reference for this study because in the first letter addressed to the Director of the Institute by the Ministry of Education the subject for the study was mentioned as "the investigation of the existing pattern of Social Service Administration in the various States/Union Administrations and suggest a uniform pattern for adoption in the Country". But in the letter sanctioning the grant the subject for the study was mentioned as "A study of the existing pattern of social welfare administration in the States/Union Territories with a view to evolving a uniform pattern for adoption in the country". In still another letter from the Ministry the study was mentioned simply as "Uniform pattern of Social Services Administration in the country."<sup>2</sup> These differences in the scope of the study were ambiguous and we addressed a letter to the Ministry asking for clarification about the specific scope of the study and the terms of reference but no reply was received. We had, therefore, a considerable degree of freedom for study. This freedom, however, has been an asset as well as a handicap: an asset because it enabled us to define for ourselves the framework of study and report; a handicap because there was no specific indication about the focus of the study from the Ministry of Education and consequently we are not sure whether our recommendations fit their expectations.

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<sup>1</sup> Now the Department of Social Welfare of Ministry of Planning and Social Welfare.

<sup>2</sup> *Vide* Appendix III A.

*Confusion in the Subject*

As is well-known the scope of social welfare is vast not only in India but in other countries also and as such, studies covering the whole ambit of social welfare suffer from a common disadvantage. They tend to become vague in their effort to cover every aspect of social welfare. This vastness became all the more evident for us when we started analysing the replies to our questionnaire about the scope and functions of the Welfare Departments/Directorates from the various states. The information supplied by the various State Governments confirmed our impression not only about the vastness of the subject but also about the vagueness of content in the programmes of social welfare.

The phenomenon of vagueness is less in the fields covered by legislation, *e.g.*, social defence, than in the other fields where the programmes do not have the advantage of legislation. Even among the latter programmes, there is greater concreteness in some programmes like those of the handicapped groups as against the other groups such as children, women, youth, aged and the Scheduled Castes and Backward Classes.

In India, the scope of social welfare as given in the First Five Year Plan has come to be accepted as a standard framework for the work of social welfare departments.

In addition to the traditional distinction between social services and social welfare services, the latter is again divided into two further categories, namely, one dealing with the handicapped and maladjusted individuals and the other with the traditionally underprivileged or backward sections of the community. In other words, social welfare in India is not merely concerned with services to "strengthen the handicapped individual or his family to cope with the life situation" but to remove the disabilities of the socially handicapped, disabled, underprivileged or vulnerable sections of the community, however large or undefinable they may be. This is the reason for the inclusion of women's welfare and youth welfare (without defining what categories of women or youth) in the concept of social welfare. Also the welfare of normal children, as they form a vulnerable group, is included in the scope of social welfare in India. It

is presumed that social welfare services should include within their scope preventive and constructive services in the community in addition to the curative and the rehabilitative services for the handicapped. In this view lies a source of confusion and an overlapping between social services and social welfare services and social security services. It would be more in fitness to say that social welfare is understood in India in its generic or goal sense rather than as a narrow field of state or social activity.

### *Absence of a Legislative Base*

The confusion and overlapping is aggravated by the absence of a clearly enacted legislative basis for government welfare programmes. Many departments/directorates of social welfare in the state governments undertake welfare programmes without proper legislative measures to support these programmes. Even the old age assistance/pension scheme is operated in a number of states under administrative orders and not under a legislative enactment. Though a number of years have passed after its implementation, appropriate legislation has not been enacted in any state in India to formalize the scheme.

The absence of statutory basis for welfare programmes makes very difficult the study of social welfare organisation in the states because "A Public Welfare statute not only stipulates services and indicates standards of service, but it also contains the principles of organisation which guide the development of the programme".<sup>3</sup> Statutes define the objectives ; they specify the organisation that carries out the functions under the law, rules and regulations ; they also mention the administrative set-up, judicial remedies, etc. In fields where specific welfare legislation is absent, as is the case with women's welfare, youth welfare, the welfare of normal or handicapped children, there is a great deal of proliferation of programmes without reference to organisational adequacy or operational efficiency.

### *Renuka Ray Committee Report, 1959*

The Report of the Study Team on Social Welfare and the Welfare of Backward Classes (known after its Chairman's name

<sup>3</sup> R. Clyde White, *Administration of Public Welfare* New Delhi, Eurasia Publishing House, 1965, p. 20.

as the Renuka Ray Committee Report), submitted in 1959 to the Government of India has examined many problems in the field of social welfare and the welfare of backward classes.<sup>4</sup> If the concerned governments had acted upon the recommendations of the report, particularly those contained in chapter I of Part IV dealing with the Administration, there would have been a greater clarity and coherence in the field of social welfare today but this did not happen and hence there is persistent confusion bordering on chaos in the organisation and administration of social welfare programmes.

### *Search for Uniformity—A Persisting Problem*

The field of social welfare does not easily lend itself to any simple or uniform pattern of organisation. This difficulty is also experienced in other parts of the world. The reasons for this are many: Firstly, the complexity of social situation and social problems do not permit of such a solution. Secondly, the tradition of private enterprise in social welfare persists in spite of the growth of the welfare state and the two are bound to coexist for a long time to come, if not for ever because of the peculiar roles and appeals of each sector. Thirdly, even in the realm of each sector of social welfare, vested interests, questions of prestige and patronage, convenience of operation and expediency of approach, make some amount of multi-departmental and multi-functional pattern inevitable.

So, the search for co-ordination and the problems which this effort involves will exist in spite of attempts at a limited integrated or uniform pattern of social welfare organisation.

In any study seeking to bring about uniform or integrated pattern of organisation in social welfare, we must start with such questions as the following:

“What for do we need uniform pattern of social welfare organisation? Are the attempts at uniform pattern functional or dysfunctional to further the constitutional directives and planned development programmes? To achieve the above, what is the degree or extent of uniformity we should strive for?”

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<sup>4</sup> Hereinafter referred as Renuka Ray Committee Report.

These are some of the questions which we have attempted to tackle in our report. Though most of the states favoured the bringing together of all social welfare subjects under a social welfare department, yet there are many practical difficulties in achieving this goal. These difficulties have been discussed in the Report.

In this introduction we would like to draw attention to the need for a periodic review and re-organisation of social welfare departments. This need is particularly significant in the field of social welfare because whenever a new programme of social welfare is conceived or alternatively, whenever an old programme is taken up for implementation on a massive scale, there will be pressures to start a new organisation to execute the programmes. This tendency would be reinforced where strong personalities or political pressures lend support to the new organisations. Such a tendency disturbs the established integration and over a period of time there would be need to review the problems of proliferation or fragmentation of organisations and achieve new patterns of unification or integration. There is, therefore, a need for a periodic review of *ad hoc* growth in social welfare organisations; and thereafter attempts should be made to achieve afresh rational re-organisation of social welfare departments.

Moreover, attempts at unification or integration for the sake of organisational efficiency should be undertaken only after taking care to watch their effects upon the pioneering and the experimentation stages in the field of social welfare. There is an inherent tendency in all bureaucracies for goal displacement by procedural confirmism. Organisational goals tend to dominate over functional or pioneering aspects. It would be suicidal to allow this inherent tendency in bureaucracies to gain the upper hand. All those interested in the process of social welfare should pay attention to keep alive the zeal of diversification of programmes and flexibility of operations to suit each field of social welfare. All attempts should be made for minimising the bureaucratisation tendencies from creeping into social welfare organisations.

In the Report an attempt is made to plead for a comprehensively linked organisation with an attempt to bring about internal coherence and external co-ordination in a viable organisation which should have the support of legislation for its programmes

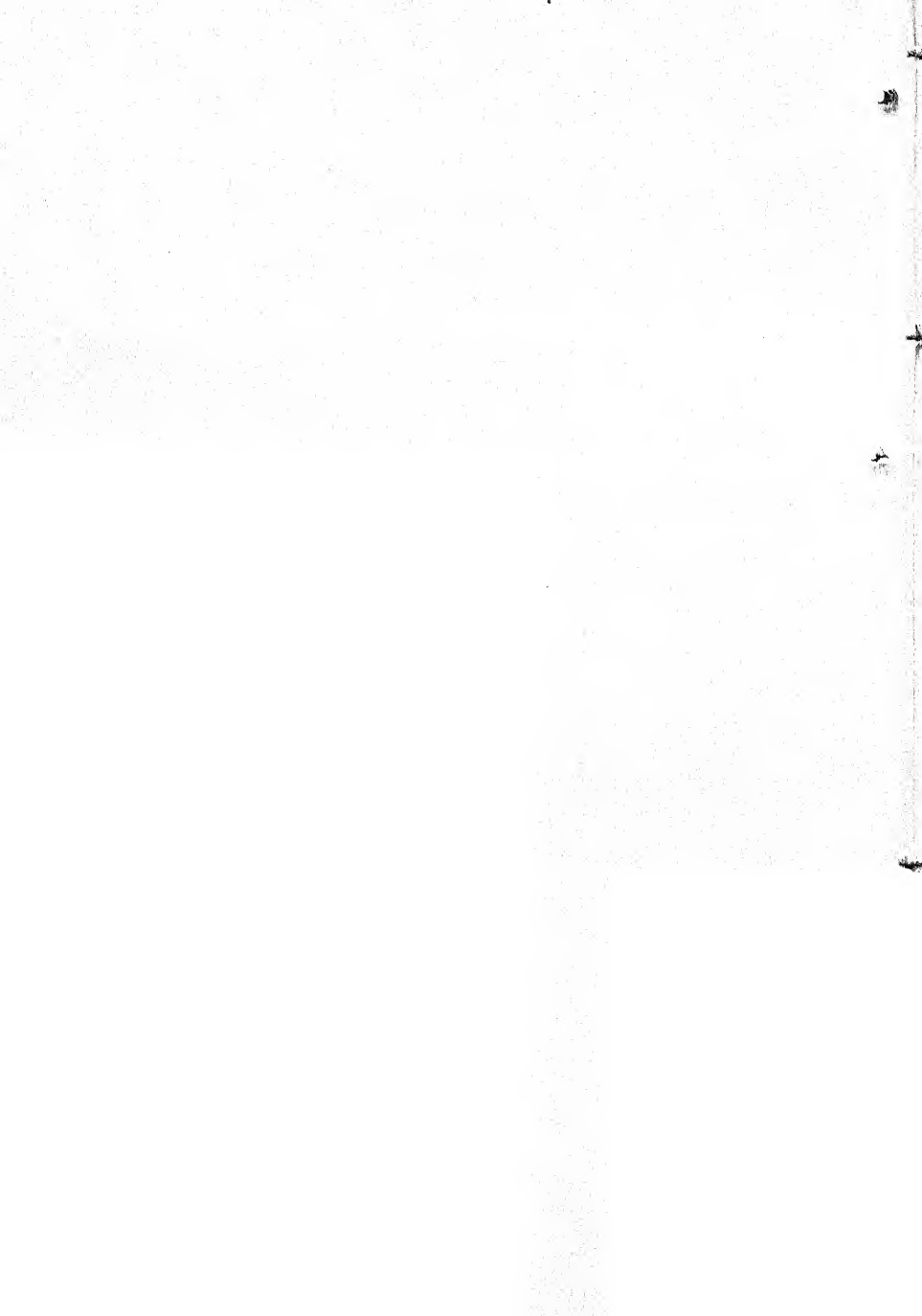
and the services of trained personnel for their implementation. There may be many gaps in the suggestions. There could be certain aspects which we did not anticipate or which we did not touch upon. We shall be grateful to the critics for bringing them to our knowledge.

The re-organisation pattern suggested here is of a minimal nature. It does not radically disturb the pattern in many states or at the Centre. It calls for a realignment or redistribution of functions and sections of a few allied departments. It suggests the creation of some new councils or committees. It pleads for a more firm legislative basis and status for social welfare activities and institutions. It recommends the enlistment of wider citizen participation support through greater imagination in approach and idiom in communications with the public and it pleads for leadership in administration and skills in operation. Social welfare programmes, if properly administered, could serve as catalysts for development in other spheres. The 'if' is indeed a big one.

Briefly, the whole report underscores one theme, namely, to formulate, review and reorientate social policy in the legislatures and in the community at all levels ; to base social welfare organizations on rational principles of operational efficiency rather than on accretions of history or ambitions of individuals. Though these would have their role in initiating programmes, they should not be permitted to stand in the way of the growth or adaptation of an organisation. Periodic review and re-organisation of social policy and social welfare administration should be undertaken with a view to make them serve the current needs and leave a "heritage of improvement", i.e., enable the organisation to prepare for facing the future with confidence. We hope that this theme will appeal universally and uniformly to all. Uniformity in organisation must be viewed, in the last analysis, as an instrument that suits the changing conditions and helps to tackle the emerging problems. Uniformity in organisation has no sacredness by itself except to the extent that it serves the above purpose. Uniformity or integration or co-ordination should be attempted to the extent to which these are functional rather than adopt them for their own sake on *a priori* considerations.

There has been much delay between the date of sanction and the completion of the study. Partly the fault lies with me because I could not undertake the study until about a year and a half ago. After undertaking the study, delays in receiving the replies to the questionnaires account for the other part. Even now we have not received replies from all those to whom we addressed letters and questionnaire but I must thank the Secretaries of various departments, Directors of Social Welfare and chairmen of State Social Welfare Advisory Boards who took enormous pains to collect the information that they have supplied to us. I must also thank many others who took pains to send their comments and suggestions upon the draft recommendations circulated to them for eliciting their opinions. Their suggestions and comments have helped a great deal in finalising the report. In particular I would like to mention the name of Mr. V.M. Kulkarni who took great pains in going through the manuscript and made many useful suggestions. I am also grateful to Mr. Sita Ram, Research Assistant, who was associated with the study from the beginning for his untiring assistance in conducting this study and in finalising the report. In the end I must thank Mr. Chandanlal, the typist, for the typing assistance that he rendered to me.

We are thankful to the Department of Social Welfare for giving us an opportunity to study the problem and present our point of view.





## **C O N T E N T S**

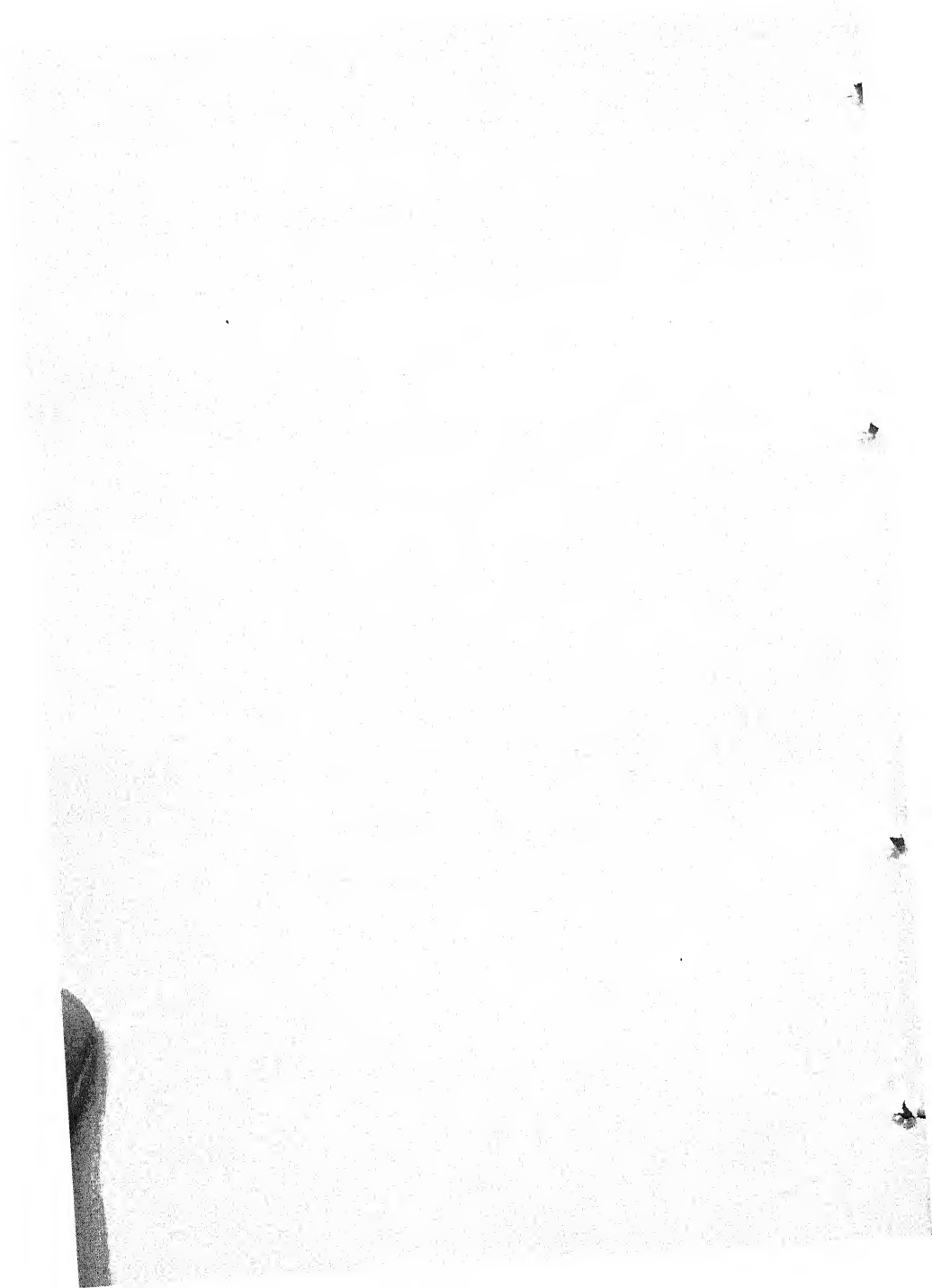
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## **PART I**



## CHAPTER I

### SOME REFLECTIONS

#### *Tentative and Sporadic Elements*

The growth of social welfare administration reflects two elements. Firstly, all social welfare programmes are tentative. Secondly, the programmes grow in a sporadic manner. The tentativeness of social welfare programmes arises from their relationship to the changing needs and conditions. For example, the programmes dealing with destitution and beggary become out of place when primary poverty is eliminated, and when beggars hardly exist as a result of the provision of comprehensive social security schemes. Similarly, the welfare programmes for scheduled castes and scheduled tribes may, even though they are important today, cease to have relevance soon after these castes and tribes reach a level of development more or less on par with the bulk of the people in an area.

There may, however, be some persistent needs and some groups of people whose problems continue to demand attention. For example, the needs of the handicapped remain always a subject-matter of social welfare because the physically or mentally or emotionally handicapped persons exist everywhere in small or large numbers. Similarly, the welfare of children always rouse the attention and receive the sympathy of social workers, because they constitute a dependent and vulnerable group. Children are the unconscious victims of the commissions and omissions of unenlightened adults. Orphans or children out of wedlock or more particularly, children who are victims of cruelty or neglect deserve the organised help of the community. The growing industrialisation and urbanisation may bring to surface more cases of delinquency and deprivation than destitution and disabilities. There is need for a perspective plan of social welfare for handling these emerging cases.

### *Changing Focus*

The second one, namely, the sporadic element, in social welfare administration, arises from the difference in the degree of community effort at different times on account of differences in perception and persistence of efforts in solving the problems by social reformers or social workers. Here the role of the personality of social welfare leaders becomes important. For example, since Mahatma Gandhi's classic fast in Poona as a protest against separate electorates for the untouchables among the Hindus, the welfare of "Harijans" has assumed special importance. Social reformers before him, and Gandhiji also before that fast, attempted to promote the welfare of Harijans but the attempt to separate the Harijans from the organic body of the Hindu Community provided an occasion for giving to Harijan welfare a new dimension. Similarly, the attention given to community development or family planning has been shifting in importance with reference to their role in the whole scheme of national plans for social and economic development.

For the above reasons, the history of social welfare organisations also, in the private sector of voluntary effort or in the public sector of government, reflects layers over time of the rise and decline of many subjects and activities. At one time marriage and personal laws formed the subject-matter of the attention of social reformers. With the enactment of appropriate legislation and a steady growth of social consciousness about these matters, atleast among the elites and the educated, these matters have been receiving less attention. Employment and wages are assuming a new significance today because these are identified as the source of social difficulties. Consequently social welfare departments are providing socio-economic welfare opportunities. This has led to a new dimension of "balanced growth" in goals of development and has affected the precise role of social welfare organisations and their functions.

### *Lag between Legislation and Administration*

We witness a lack of direction in social welfare, arising out of the confusion between the aims and the means or between the broad objectives of social welfare and the narrow field programmes and activities in social welfare.

Much slackness of effort in the social welfare field could be attributed to the lag between objectives on one side and the administration on the other side. Some of the objectives were embodied in statutes such as anti-dowry, anti-beggary and anti-untouchability legislation but seldom do these statutes get the support of an organisational and administrative machinery appropriate for the realisation of the objectives. The reasons for this lag are two fold : (1) There is not as much thoroughness in approach to social welfare projects as in the case of economic or business enterprises because social welfare is associated with voluntary initiative and non-profit making approach; and (2) There is a fear that strict measures of registration, supervision and accountability of social welfare organisations may tend to discourage voluntary initiative and dry up sources of support for or spontaneity in action.

Some comments may be appropriate about the fear of private resources for social welfare getting thin or dried up. While the fear is genuine, probably, it is exaggerated. Till recently the state activity in social welfare was marginal and voluntary action was large. With the acceptance of the philosophy of the welfare state, there is a marked change in the trend and today the welfare programmes assisted from tax resources are far more than before and voluntary contributions for social welfare programmes are assuming new forms in addition to financial contributions. But all these are much less than those demanded by the rising expectations and growing needs. While, therefore, the fear is justified, it should not discourage us from making efforts in mobilising new sources. Social welfare workers should not allow voluntary organisations to become parasitical upon government assistance.

The fear is unfounded because the voluntary contributions to social welfare no longer flow only from a few philanthropic individuals but they could come either from the beneficiaries through statutory levies or from a large number of citizens during the fund-raising campaigns. Many people would be prepared to contribute to social welfare institutions provided their contributions were well managed. If the bulk of the people feel assured about the introduction of sound principles of organisation and management of people's funds in social welfare organisations, the fear of voluntary contributions for social

welfare programmes getting thin or dried up would be ill-founded.

For this reason we suggest that the approach to social welfare organisation and administration should be conceived and operated on rational principles of legislation and management.

We need to consider the steps to secure operational efficiency for social welfare programmes in a developing society which, by definition, suffers from a scarcity of skills, resources and institutions for efficient performance. It is easy to be expansive on objects and even to initiate a variety of organisations, institutions and programmes but it is most difficult to administer them and sustain them successfully without demonstrating to the community the immediate utility and the long term validity of these objectives and programmes for the concerned beneficiaries. This demonstration requires sound policy administered with conviction and zeal by the personnel engaged in them. Plans are many but developments are few because of poor implementation of a wide variety of programmes under the plans.

Social welfare is sensitive to poor performance under the state auspices or under the auspices of private sector because of its past association with charity, benevolence and mutual aid. If social welfare is to gain prestige as a government activity or as an organised activity by voluntary organisations, slackness in performance must give way to satisfaction in service to the people who are the ultimate judges and beneficiaries of welfare state. This transformation becomes possible when, not only the top level but the middle and local level personnel in the social welfare field, are properly motivated and skilled for their respective jobs. Organisations are as successful as the persons within them wish to make them successful.<sup>1</sup> The importance of personnel and the policies regarding their recruitment, training, service conditions could be seldom exaggerated. A culmination towards satisfactory service becomes possible

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<sup>1</sup> D.V. Donnison & Others, *Social Policy and Administration : A Study of Social Services at the Local level*, London, George Allen and Unwin, 1965. This book contains many interesting case studies in social administration.



only when plans, programmes and institutions in social welfare evolve from one success to another rather than expand helter-skelter without a design, resources or competence.

In this context we observe that the establishment of social welfare organisations under the Societies Registration Act does not ensure efficient management of institutions in the private sector. This weakness was sought to be overcome by the Licensing of Women's and Children's Institutions Act of 1960 enacted by the Union Parliament and applicable to the Union Territories. Many States do not have a similar law and the application of the law in the Union Territories also is not encouraging.

Enactment of legislation without earnestness in enforcement is evident in many fields of social legislation. This is particularly the case in social reform legislation dealing with the removal of social disabilities under the personal law of the citizens and the promotion of opportunities for socio-economic well-being. The Child Marriage Restraint Act, the caste disabilities removal legislation, the anti-dowry legislation, the anti-begging legislation, are cases in point.

### *Lack of Legislative Base*

Another phenomenon which is evident in the field of social welfare is the introduction and execution of many programmes under administrative decrees and bureaucratic initiative. No one would question the validity of executive's initiative and enterprise provided it operates within the framework of a major law or powers delegated under it. Without such legislative support, administrative discretion tends to suffer from personal predilections. The child and youth welfare programmes provide ample evidence of stray programmes each one of which is good in itself but collectively they do not help us to utilise the scarce manpower and financial resources to achieve certain goals of development. Indeed the programmes of social assistance in the nine or ten states where they are in operation for the aged, owe their genesis and management to administrative initiative but they do not bear testimony to any overall social welfare philosophy or social work techniques. Many varied but unrelated programmes, however good in themselves, could hardly

create a satisfactory image about the performance of social welfare departments.

### *Some Suggestions*

The relevance of the foregoing observations could be emphasised when we concede that (1) the welfare activities of the government departments must be supported by appropriate legislation, administrative initiative and leadership must be channelled into satisfactory performance under an appropriate law rather than rush for innovation into new fields without experience in the country; and (2) for innovation and experimentation, the government departments should select and encourage appropriate voluntary organisations rather than themselves launch pilot projects or experiments. The voluntary organisations should, for purposes of experiment, be treated as agents of the government.

Following from the above premises, we recognise that there should be a strong voluntary or private sector in the field of social welfare. The duty of this sector would be to pioneer and experiment, to activate and mobilise the communities for self-sustained activities outside the statutory framework and to operate as "partners" of the government in the fulfilment of statutory obligations.

Further, there should be a compact organisation for social welfare at the national, regional and local levels in both public and private sectors. Enthusiasm for social welfare should not suffer from excessive concentration at the top and weak support at the grass-roots level. A U.N. expert report rightly observes: "No one today would deny the fact that where social welfare is called upon to deal with the rehabilitation of individuals or their re-integration into society, it is the action at the field level which determines the success or failure of the intervention"<sup>2</sup>

The problem of re-organisation of the social welfare departments at the State Government level could be considered from the following angles :

- (1) The organisation at Planning and Policy-making level ;

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<sup>2</sup> Organisational Principles of Social Welfare Administration; Report of the Expert Group, Vienna, Austria, March 1-8, 1958, U.N., Geneva. T.A.A., October, 1958.

- (2) The organisation at the Secretariat-Directorate level:
  - (a) Re-organisation of the Department-Directorate relationships.
  - (b) Re-organisation of the Directorate.
- (3) Re-organisation of the State Social Welfare Advisory Boards;
- (4) The organisation at the field level ; and
- (5) Organisation for co-ordination.

In addition to these organisational problems in the government, there is also need to consider the relationship of the government departments with the voluntary organisations because over the last twelve years there have grown parallel organisations at the state level in the form of State Social Welfare Advisory Boards. These Boards have been operating in the field much earlier than some State Directorates of Social Welfare. The relationship in organisation and administration of State Social Welfare Advisory Boards with the State Departments/Directorates of Social Welfare is of great significance. Alongside with the relationship, the problem of organisation and administration of welfare programmes in the voluntary sector is also important. There is need for a better organisation of voluntary associations and a new approach in their relationships to the State Welfare Advisory Board in each state. The following sections in the Report deal with these problems in the light of information supplied and the views expressed in the replies to the questionnaire issued by us.

## CHAPTER II

### STATE LEVEL SOCIAL WELFARE ORGANISATION

Proposals for the re-organisation of the social welfare administration at the state level should begin with a consideration of the organisation for planning and policy making.

#### *Planning Organisation*

So far as our knowledge goes and so far as we could gather from the replies to our questionnaire, there is no separate or special machinery for social welfare planning at the State Government level. Social welfare planning is done by working groups sector-wise, *i.e.*, education, health, housing, social welfare. Even in the field of social welfare, as in any other field, there are sub-sectors such as women's welfare, child welfare, youth welfare, labour welfare, welfare of the handicapped, etc. Planning in the sub-sectors of social welfare is done by the respective working groups and the social welfare plan is finalised by the Department and/or Directorate of Social Welfare and there after is included in the State Plan after consideration by the State Planning Boards and the State Governments.

This kind of sub-sectoral and sectoral planning has served its purpose in breaking new grounds for planning. But we have passed the exploratory phase of planning. Also we have initiated a variety of programmes which are considered by separate working groups as necessary and desirable in each individual field at the national and state level planning. We have reached a stage where we have to consolidate and improve upon the past experiences in planning in the social welfare field.

So far, planning in the social welfare field is concerned with a reiteration of objectives and an appeal for better execution of *ad hoc* programmes which are good in themselves but which lack mutual coherence or a logical follow up in promoting the well-being of needy individuals or groups of individuals.

This could be illustrated from the gaps in the child and youth welfare programmes as between the pre-school child, the school child and the youth programmes in the matter of education, employment, school health and medical care services, etc. Similarly, there are gaps in women's welfare activities in the socio-economic programmes at home for the needy women, day-care services for children of working women, etc. Similar instances of lack of coherence between needs and programmes could be cited from other fields of social welfare, social services and social security spheres. In other words, there is no attempt at a comprehensive approach to clarify our ideas about primary and secondary needs and also to work out strict priorities of needs to be met by a coherent and co-ordinated philosophy and programmes of social welfare. These are obvious and familiar to many welfare workers, planners and administrators.

### *Lack of Resources*

Very often we have a tendency to slur over suggestions about bringing coherence between needs and programmes by pointing out the lack of adequate resources with reference to multiplying "needs". But this is not something peculiar to social welfare or to our country alone. It is needless to elaborate the point that the lag between resources and needs is a universally valid observation with varying degrees of differences in the appraisal of needs and in the utilisation or mobilisation of resources. It is precisely to match resources to needs that we need priorities and programming in the field of social welfare as rigorously as in industry, agriculture or transport.

### *Lack of Adequate Organisation*

Apart from the lag between needs and resources, we find that the problem in the states is the lack of an adequate organisation for planning in the social sector. Shri Tarlok Singh has this to say about Lessons from the Five Year Plans :

"Our plans have presented the *social* objectives of development in broad terms without setting time-limits, without specifying in detail the means to be employed and without establishing sufficiently effective machinery and instruments for achieving or moving rapidly enough towards the declared objectives. Thus, between the statements of social objectives

and the practical ability to achieve them, there has been a gap, whose very continuance now throws increasing doubt on the very process of planned development.”<sup>1</sup>

The Study Team on Social Welfare also referred to “a lack of proper synchronization of the various schemes with the result that the benefits sought to be brought about in one scheme have failed to register progress owing to delays in the implementation of the complementary schemes.”<sup>2</sup> They also say that “the execution of schemes has not been preceded by a period of careful planning” and the Reports’ recommendations on administrative set-up are built around the concept that “the welfare services need an integrated and planned approach”.

The recommendations of the Study Team mainly dealt with the integration by bringing about as many welfare subjects as possible under one department, with decentralisation, delegation and co-ordination at different levels of various aspects of administration including financial administration, particularly at the district level. But it has not specifically dealt with the organisation for planning in the social field, though, behind their recommendations, there are implicit assumptions about coherence and co-ordination in planning and execution. We would like to suggest the establishment of a Social Planning wing in the Planning machinery in the Union and State Governments and a thoroughness in programming as part of the plan process. (1) At the state and district levels there should be, in the Planning Departments, Boards or Committees, three wings, *viz.*, (i) for economic affairs, (ii) for social affairs, and (iii) for tertiary affairs. It is not necessary to spell out the details of each but under the third category come subjects of common interest to both economic and social affairs such as transport, public works, town and country planning, etc. In the social affairs division, matters like health, education, housing, social welfare, social security, would be initially planned sector-wise but would be later integrated into a social plan taking into consideration, the priorities and the complementarities necessary to make a successful implementation of the mutually supporting priorities. The determination of priorities is a policy matter and

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<sup>1</sup> YOJANA, January 26, 1965.

<sup>2</sup> Study Team Report, pp. 12-13.

very often implies political and personality pulls and pressures ; but initial clarity and coherence in planning the priorities lends confidence to programming and providing resources for successful implementation. Even though social welfare may have low priority, the plans should make thorough and adequate provision for the successful execution of the few programmes accepted so that success instills faith and confidence among planners and among the beneficiaries. Initial confusion in planning followed by a variety in programmes without proper planning or specific allocation for programmes execution creates, in the words of the Study Team, "a sense of frustration in the people". Frustration undermines planned development.

*"Pay-off" from Social Welfare Plans and Programmes*

In a recent study on citizen-administration relationships conducted by us in the Indian Institute of Public Administration we found that satisfactory contacts of public with the administration has inspired self-confidence and a healthy image about democratic government. The contrary leads to hostility towards the government. In order to avoid the latter contingency, it is desirable to relate initially the programmes to resources which could be mobilised definitely and without fear of cuts (even for reasons of emergency) and get the programmes executed successfully rather than poorly by competent persons who would work in close contact with and share the confidence of the people. A satisfactory execution of limited objectives suitably translated into and implemented as programmes has greater "pay-off" than an unsatisfactory expansion of a variety of programmes.

With this consideration in view and with the assumption that, in our states, planning is the source of policy and means of allocations, we suggest a well staffed organisation for intra- and inter-sectoral planning at the state level.

When such a planning organisation is available at the state level and works in close collaboration with the Planning Commission at the national level, the functions of other high level bodies like the Cabinet, the Ministries and the Departments could be better dovetailed and they could do more administratively feasible programming.

Implicit in this suggestion is the need to re-organise the planning organisation in the State Governments. Proposals



for such re-organisation have been made from time to time by the Planning Commission to the State Governments. The Administrative Reforms Commission also has a Study Team on the Machinery for Planning at the State level and this Study Team is likely to come forward with proposals for the re-organisation of the machinery for Planning at the National Government and the State Government levels. At the time of such re-organisation, it would be desirable to consider the possibility of an integrated machinery for social planning in the State Governments. Already in the Planning Commission, there is a separate division for Social Planning; and the creation of a similar division in the machinery for Planning at the State level would be of great advantage for communication and collaborating with the Social Planning Division in the Planning Commission.

### *Policy-making Organisation*

In the parliamentary democracy, that prevails in the Union and State Governments, the Cabinet and the Legislatures together constitute the policy-making bodies.<sup>3</sup> The Cabinet also is responsible for the execution of policies adopted by the legislature. In fact, the legislature is the formal policy-making body even though the ministries, with the help of the departments, take greater initiative in a parliamentary democracy in the formulation and processing of the policies through the legislatures. The legislatures should take active interest in the examination and ratification of policies presented to them by the Cabinet.

### *Legislature Committee on Social and Social Welfare Services*

The interest of the legislatures today in these two aspects of examination and ratification of policies is not what it should be for more reasons than one. The party system and the party whips partly explain the slackness of interest among the legislatures. Other reasons are the enormous volume and variety of matters that come up before the legislatures. The interest of the legislators is by and large peripheral, particularly in

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<sup>3</sup> The precise role of the Planning Commission, and the National Development Council in policy making and the subtle distinction between objectives of the Plans and the autonomy for the States to pursue policies deviating from the former needs further exploration.



social welfare matters, because of their low prestige value in the total developmental schemes.

However, legislatures in many countries outside India and the Lok Sabha in India have been trying to overcome the pressures of their party discipline and the mounting volume and varieties of work by constituting specialised committees on all important matters. Two outstanding examples of such committees are the Estimates Committee and the Public Accounts Committee in India. These are no doubt all-purpose committees and cover all matters under the different ministries of Government. In addition to these, the Lok Sabha has constituted a Committee on Public Enterprises in view of the growing importance of the public sector undertakings in the national economy. On the same analogy, we would suggest the formation in each State Legislature a *Committee on Social and Social Welfare Services* in view of the major importance of these subjects in the State Governments' total scheme of functions and programmes. The State legislatures should act as watch-dogs on the performance of the executive in the social field which consumes the largest share of finances and activities which take by far the largest work of the State governments.

The composition and functions of a Committee on Social and Social Welfare Services would be, more or less, on the same lines as those of similar committees of the legislatures such as the Estimates Committee and Public Accounts Committee or the Committee on Public Enterprises in National or State Legislatures. The advantages of such a Committee would be :

- (1) to provide a mechanism for continued attention towards the policies and programmes in the diverse sectors of the social field;
- (2) to stimulate better implementation of social programmes, because the State Governments have to report back to the Committee, the actions taken upon the recommendations made by the Committee; and
- (3) to inculcate alertness in the concerned department-officials because they would be called upon to explain their policies, programmes and actions.

By suggesting the establishment of a separate Committee of the legislature on Social and Social Welfare Services it is not

intended to add one more committee whose existence would either be purposeless or ineffective. If the Committee is provided with a secretariat and if it is enabled to function continuously and to produce reports with constructive suggestions, the Social and Social Welfare Services Committee would help in making the programmes more effective. These reports and suggestions would help to improve inter-departmental relations and operations of the programmes. This would be a definite gain. Two major expectations that underlie the suggestion regarding the formation of the above Committee are :

- (1) The Committee could **examine in an** integrated way all the social sector programmes together and draw attention to the successes and failures as well as gaps and deficiencies in policy, planning, legislation, programming and administration. This committee could take an overall view of the social policy and programmes.
- (2) The interest of the legislature is an indication of the interest of the community in a democracy. Representatives of different parties, classes and interests operating in the Committee with the assistance of a competent secretariat would make the legislature the watch-dog on the executive performance, in the implementation of social policy, social legislation and social welfare programmes.

If these two expectations are fulfilled, we could not ask for more at the present.

## CHAPTER III

### RE-ORGANISATION OF DEPARTMENT-DIRECTORATE SET-UP

The Study Team on Social Welfare and the Welfare of Backward Classes has made very useful suggestions about the integration of welfare subjects under one department of social welfare. On some details about these suggestions we have something different to say in the next section. At this stage we wish to draw attention to one aspect which the Study Team has not fully dealt with. This relates to the question of the dual mechanism for policy and execution in the field of social welfare. Social welfare, in common with other subjects of government, shares the dual mechanism for policy and execution in the form of secretariat for the former and directorate or other field organisation for the latter. A general controversy is going on in the country about the respective roles of the Secretariat and the Directorate and also the generalist (Secretary) and the specialist (Director) administrators. The salient aspects of this controversy are outlined in the following pages and we have tried to argue out the case for the Directorate to serve both as the staff and line organisation.

In the field of social welfare as it obtains in the states, the policy decisions, by and large, flow from the Constitution and the Central and State Planning bodies. The state departments, in our view, have little or no policy-making function and therefore, there is a tendency to justify their continued existence by exercising authority in the matter of execution of programmes, particularly, in respect of financial sanctions and personnel matters. Such an interference in execution leads to greater delays and larger expenditures without in any way adding to efficiency in the implementation of programmes or the provision of services. This hypothesis is open to dispute. Nevertheless, a departure from the traditions of inherited administrative systems and practices is the crying need of developing countries.

An innovation could be initiated in the social welfare field. Social welfare administration is a growing field and it has not acquired the rigidity of a long established department. The re-organisation of Social Welfare Department on the lines indicated below may herald a new approach to the solution of policy-execution dilemma.

#### RE-ORGANISATION OF SOCIAL WELFARE DEPARTMENTS AT THE STATE GOVERNMENT LEVEL

##### *Need to Abolish the Distinction between the Secretariat and the Directorate*

All the States (this excludes Union Territories) in India, except Orissa and Madras, have Directorates of Social Welfare. This is a satisfactory development in itself. The Directorate functions as an executive wing while at the Secretariat level, Social Welfare Department is part of a ministry which has under it other departments; and is under the charge of a Secretary (who is also the head of other departments).

About the association of the Social Welfare Department with other departments at the Secretariat level, there is no uniformity. It is generally associated with either Education (Rajasthan) or Health or Labour Department (Jammu & Kashmir) or it is part of Rural Development Department (Kerala).

The association of different departments at the Secretariat level is not unusual and no exception need be taken to it. The association of Social Welfare Department with the Education, Health, Labour or Rural Development Departments also is not an unsatisfactory arrangement because of their close interrelationship. Even if Social Welfare Department is a separate department, it would be part of our suggestions that there should be an inter-departmental committee for all interrelated departments. The validity of this suggestion about an inter-departmental committee remains notwithstanding the fact that social welfare is handled by a Secretary who is the head of other departments such as Education, Health or Labour.

A more important question for consideration is whether there is need to persist in the distinction between the Secretariat and the Directorate. Probably it is correct to say that the distinction in functions is valid but the separation in organisation

need not continue. This point of distinction in functions and organisation is recently discussed in a book entitled *Secretariats and Heads of Departments—A Study of their Relationship* by M.R. Pai and G.R. Reddy under the auspices of the Andhra Pradesh Regional Branch of the Indian Institute of Public Administration. In this study they referred to the views on this problem by the Administrative Reforms Committees in Bengal, Bombay, Kerala, Mysore, Andhra Pradesh, and to the position in a few countries outside India.

### *Delays in the Secretariat*

After a review of the various points of view, the authors of the above study refer to the enormity of delays arising out of the inevitable practice in the present set-up of the Secretariat to "send the papers or files to the lowest man", to examine and put them up to the higher level officers. The above study refers to the practice in Bihar to abolish the clerical side of the Secretariat and make it wholly "officer-oriented", assisted by stenographers. The system in Bihar is considered much better than the old system. The study also endorses the view of the Bengal Committee that "the Head of the Department should not address the Government by a letter but should send his entire file to the Secretariat. The proposals originating in the Department should be prepared in such a form as to show all relevant facts, precedents and records for and against. In the Secretariat, there should be no clerical noting whatsoever and only officers should write on the file. The orders of the decision-taking authority will be passed on the file itself. The files which originate in the Secretariat will also be marked direct to the Head of the Department for his remarks. The important advantages claimed for this procedure are : speed, a greater understanding of the Government's policy by the Heads of Departments and by Government of their executive problems, cutting down the unnecessary dilatory work and, therefore, economy (could be achieved)."

As a supplement to the above procedure and, indeed, to facilitate the suggested procedure to operate smoothly, it is felt necessary to locate the office of the executive department (Directorate) in the Ministry itself. The Madras Retrenchment and Re-organisation Committee expressed the view that "If the Secretariat and the offices of the Heads of Departments are

located in the same building or near each other much of the intermediate correspondence can be largely obviated”.

Further, the study observes the need “to define clearly the roles, powers, functions and responsibilities of the Secretariat and the offices of Heads of Department. There is need for more delegation of powers to the Heads of Departments. Their powers should be commensurate with their functions and responsibilities. Therefore, it is imperative, that not only should more powers be given to the Heads of Departments but their details should be worked out for each department”.

### *Delays in the Finance Department*

Apart from delays due to the existing relationship with the Secretariat, delays also occur because the Finance Department takes “interest even in matters such as the painting of a departmental vehicle or the purchase of spare tyre”. The appointment of Financial Advisers to the Departments from among persons drawn from the Finance Department does not seem to have changed the position. The authors remark : “But a study of the files reveals that they (*i.e.*, the Financial Advisers) function almost exactly like the regular Deputy Secretaries in the Finance Department”. In order to obviate this handicap, the authors suggest :

- (1) “It is desirable to place the Financial Adviser under the Secretary of the Administrative Department, but the latter should be made responsible for all financial transactions in his Department.
- (2) The Financial Adviser should be associated with the preparation of the departmental budgets from a very early state.
- (3) The Financial Advisers should also make visits to the field office and appraise themselves of the financial problems.
- (4) It is necessary to take all precautions before the departmental budgets are approved and there should be a more rigorous pre-Budget scrutiny. Once the budget is approved, the Administrative Department/Head of the Department should be given maximum freedom to work within the limits of the approved estimates. The present practice

of post-budget scrutiny of schemes is unsystematic and leads often to unpredictable results."

The prevalent view in many Reforms Committee Reports appears to be that the present system of separate organisations for policy and execution should continue to exist but with necessary modifications appropriate to each State Government. This is one line of approach to the modification of the Secretariat-Directorate relationship. This approach would, probably, be the most acceptable one to many State Governments for implementation in general as such and therefore the benefit of the change would accrue to the relations of social welfare directorates with the social welfare departments.

### *Policy and Execution Dichotomy*

More general and fundamental aspects, however, deserve consideration in an important area like the relationship between the Secretariat and the Directorate. The distinction has its source in the difference between policy and execution and in the recognition that the Secretariat deals with policy while the Directorate is concerned with execution. It is also relevant to note here that the Minister, who is often a lay person and is likely to have periodical exits and entries into different departments, is the policy maker, of course, on the advice traditionally of the Secretary and more recently of the technically competent head of the executive department.

The reasons for the continuance of the separate organisations for policy and execution are to be traced to the view that the technical experts are usually one sided. Where different experts are involved in the approach to a problem, the generalist looks at it from an all-round policy and execution angle and from its relationship with or interactions upon other departments. This indeed is the definition and role of the generalist administrator and the justification for the existence of the generalist administrators as secretaries and policy aides. The functions of the Secretary are said to be :

- (1) frank and independent advice ;
- (2) provision of opportunities for different points of view to get before the Minister and;

- (3) careful preservation of records of processes and flow of decisions and their execution.

It is feared that unless there is this general layer of administration above the technical layer engaged in execution, the dangers of one sided approach could not be minimized.

With particular reference to re-organisation of social welfare departments in the State Governments, we have to examine the points from (1) the validity of the distinction between policy and execution, and (2) the possible effects of the presence or absence of this distinction on the execution of social welfare policy and programmes.

In recent literature on public administration, it is increasingly emphasised that policy and execution are interrelated and interacting. A trained technician without administrative experience or a generalist administrator without some technical knowledge of the departmental work are regarded as square pegs in round holes. Suggestions for future re-organisation of departments, both secretariat and executive, should keep this interrelationship in view and promote smooth interaction by facilitating the appointment of technically qualified persons as Secretaries of Departments. In recent years there has been a partial recognition of this view and implementation of the suggestion. In some states, some technical heads of departments are given the status of Additional Secretary with right of direct access to the Minister. In fact, the Second Pay Commission observed : "In a department which has considerable amount of technical as well as administrative work, the Secretary may be either a technical officer with proved administrative capacity. . . ." Even this partial recognition has taken a long time for limited implementation in a few departments with half-hearted approval and consequently, the review of the experience is not encouraging.

Reference to this general controversy about Secretariat-Directorate relationship is made here as a preface to the suggestion for their integration in the field of social welfare.

### *Reasons for Integration*

There are some special reasons for suggesting the integration of Directorate with the Secretariat in the growing subject of social welfare. These reasons are :

- (1) The field of social welfare is new.



- (2) It has not the same status preference among the generalist administrators.
- (3) Very few generalist administrators prefer to stay as Secretaries of the Social Welfare Department and the consequent turnover of secretaries frequently makes the job of educating the fresh generalist administrator a heavy drain upon the time and energies of the Director of Social Welfare. Such frequent turnover hampers continuity in policy and consistency in advice to the policy makers.
- (4) A trained professional Director of Social Welfare is not an exclusive specialist but a professional generalist with a sympathetic understanding of the different aspects and problems in the general field of social welfare, welfare of the backward classes and community development, etc.
- (5) A trained social worker as the Secretary-cum-Director of Social Welfare would be able to communicate policies and co-ordinate activities much better than a generalist administrator.
- (6) The policy-execution dichotomy is not as clear-cut or as sharp in the area of social welfare as in some other departments.
- (7) A trained social welfare worker as Director-cum-Secretary could advise the Minister more from a comprehensive policy point of view than a non-trained person.

The separate existence of two organisations, namely, Secretariat and Directorate, contributes to delay, dyarchical controls and diffusion of responsibilities. These are not healthy in any administration, much less, in a developmental administration. The advantages of separate organisations are now-a-days tending to be least important in view of many policy decisions being taken at the time of planning. Many activities of the state departments are concerned with the implementation of planned policies and programmes. The traditional division between policy and execution has not the same validity in government operating under a planned system of development as under a free-enterprise or *laissez-faire* system. On the contrary, the existence of two separate organisations, one concerned

with policy and another with execution, at a time when policy is no longer in the forefront, is leading to impediments in the implementation processes. When a separate organisation exists for policy matters, it has to justify its existence by doing work which is not rationally necessary but the reasons for its existence compel an organisation to make itself felt. In the traditional pattern of things, the generalist administrator has been accustomed to be on "top". He continues to do so unless the loss of functions is also followed by the loss of existence. In the new emerging field of social welfare, there is, in our view, no need to have two organisations, one for policy and the other for execution. The two should be merged into one. A generalist administrator who is not trained in social work may bring to bear less sympathetic understanding on social welfare problems as these are not traditional activities of the government. These are new and less significant activities in the government.

For these reasons it is regarded as unnecessary to have two separate secretariat and directorate organisations in the social welfare field at the State Government level. A fullfledged experiment in integration, between secretariat and directorate in the area of social welfare, may hold out lessons for phased implementation of the experience gained here, in other departments also. A Director with the full status of a Secretary of a Department has greater chances of speaking on terms of equality with secretaries of allied departments such as Education, Health, Labour, etc., and thereby paving the way for better co-ordination in policy formulation, planning and execution of social welfare programmes with the other departments.

Financial matters, house-keeping equipment and supplies could be well looked after by the Financial Adviser and generalist administrators working below the Secretary-cum-Director of the Social Welfare Department.

With these considerations in mind we have no hesitation to recommend that the Directorate of Social Welfare should serve as the Secretariat for the Minister of Social Welfare.

### *An Alternative Proposal*

We envisage that the abolition of the traditionally established pattern of the Secretariat-Directorate relationship would be regarded as invidious and would probably be unacceptable

for implementation. The Administrative Reforms Commission may have something to say about this problem for general application. Until then nothing may happen.

Supposing the present pattern is likely to persist and supposing that the Administrative Reforms Commission recommends continuance of the present pattern as a general pattern, then, as an alternative, we suggest that the Secretariat should develop such conventions about procedures as would enable the Directorate to operate effectively without irritating interferences in details from the lower level officials in the Secretariat. We envisage the possibility of understanding and co-operation at the highest level but interferences often come from below on both sides. For this reason, we suggest that the Secretariat should have minimum of staff below the Secretary. We feel that he may have one or two competent Deputy Secretaries with stenographic assistance. They would be clearing agents of the files from the Directorate on all routine matters that require secretariat clearance but on crucial matters the heads should meet and take decisions without too much filtration and noting at both ends. This would save time, energy and resources and effectively secure that which is contemplated under a unified system of Directorate acting as the Secretariat for the Minister. This compromise may lend itself to immediate implementation and we understand that this is in vogue in Rajasthan and probably in Bihar.

#### RE-ORGANISATION OF THE DIRECTORATE

##### *Survey Findings*

A brief organisational account of the Directorates as they exist in some states is given in a separate chapter. This account brings out the differences in the composition of the Directorates. It is of interest to note, however, that in Bihar, the designation of the Directorate is Social and Youth Welfare, whereas in other States it is called Directorate of Social Welfare. The inclusion of the term youth welfare in the Directorate may have some significance in Bihar but to any outsider it strikes as though it is based on the view that youth welfare is not part of social welfare in other states. This interpretation is not probably contemplated under the designation in Bihar. Another instance

is that of Madras where till recently there was a Directorate of Women's Welfare and there was no separate Directorate of Social Welfare. In some states (U.P.) there is a Directorate of Harijan and Social Welfare whereas in Punjab there is a separate Directorate for Harijan Welfare. It is necessary to resolve the question whether there is need for separate Directorate for Harijan Welfare and Welfare of Backward Classes and for Tribal Welfare. It would be desirable to bring about a uniformity in the designation of the Directorate before we search for a uniformity in the internal organisation and functions in the field of social welfare.

Barring one or two states, the response to our question no. 23 (Do you agree with the view that there should be a uniform pattern of Social Welfare Administration for adoption in the States? Give reasons.) is overwhelmingly in the affirmative. The replies indicated three shades of views :

- (1) It is a step in the right direction; it is desirable and there should be a uniform pattern;
- (2) A broad uniform pattern may be agreed in principle but in practice it is bound to differ from state to state according to its own conditions and requirements;
- (3) There is no need for uniformity because local conditions differ from state to state and also because each state has historically evolved its own pattern and it may not be desirable to "impose a uniform pattern".

To the next question, *i.e.*, 24 (Do you think that the existing pattern of Social Welfare Administration is the most effective and suitable instrument for implementing social welfare policies?) the responses were varied. There were some who replied in the affirmative but a large number of them replied in the negative.

Many of them have given suggestions for improvement which will be dealt with in the following paragraphs but attention may here be drawn to the assumption of some states that because Panchayati Raj institutions are implementing social welfare programmes the administration is presumed to be satisfactory. Many feel that there is scope for improvement but several expressed the view that what needs improvement is personnel rather than organisation.

We asked a separate question (Q. 27) to elicit views about the most appropriate method of approach for improving

the existing organisation for social welfare. The question 27 runs like this "which of the following measures, in your opinion, will help in evolving a uniform pattern of social welfare administration in your state/union territory: (a) conferring greater autonomy on the State Social Welfare Advisory Boards, (b) merger of the State Social Welfare Advisory Board, with the State Social Welfare Department, (c) re-organisation of Social Welfare Departments in such a way that all social welfare activities fall within the purview of these Departments only, (d) making the Panchayat Samitis/Panchayati Raj institutions responsible for implementing all social welfare programmes at the block level, and (e) strengthening the voluntary welfare organisations and making them responsible for implementing social welfare programmes at the District and State levels. Give reasons in support of your views." This question was intended to ascertain the views towards different facets of the problem of social welfare organisation and administration in the public and private sectors and through centralised and decentralised process of administration. We deliberately constructed the question in an indefinite way so as to prompt the respondents to come out with their views with reasons in support. The replies were not of the same discursive nature as we expected but there was a fairly wide cross-section of views.

### *Advantages of Uniform Pattern*

Without going into details as to the nature of the uniform pattern, the replies to the question about the desirability of uniform pattern contained different points of view.

Top priority in these different views was given to the improvement in the Union-State Government relations in the social welfare field. As one respondent pertinently remarked : "The adoption of a uniform pattern of social welfare in the states will help the implementation of the Central Government schemes to the advantage of people to a great extent, the success of the implementation of schemes depends upon the administrative machinery." A similar advantage is claimed for the implementation of programmes sponsored by the Central Social Welfare Board.

Other advantages claimed for uniform pattern of administration were :

- (1) better understanding of each other's programmes among the states ;
- (2) avoidance of duplication of activities and assistance;
- (3) a possible growth of uniform standards of welfare services and greater possibilities for comparison and evaluation ;
- (4) greater precision in the description and co-ordination of social welfare activities of the departments and the boards.

Two major obstacles to the evolution of a uniform pattern are: (1) the historical differences in the evolution of the welfare programmes and departments; and (2) the paramount need to adapt the organisation and administration to the variety in the local conditions and requirements. However valid these arguments may be against an "imposition of uniformity", a fuller examination of the problem would reveal that social welfare under State auspices is yet to mature into a comprehensive philosophy ; and it is not yet burdened by unremediable traditions. Therefore, if we initiate a rational and uniform pattern it will help the growing departments to adapt themselves to the emerging requirements. More than what has happened before Independence, what has been happening since Independence under the planned development should determine the future pattern of growth in organisation and administration. Most Directorates of Social Welfare are less than a decade old and each state has developed its Directorate in an *ad hoc* manner according to the exigencies of personality and resources. In view of the growing importance of the welfare activities of the state and voluntary organisations under our Constitution and the Plans directed towards the evolution of a welfare state, a rational and a broadly uniform pattern of welfare organisation and administration would accelerate rather than hinder the process of growth.

Diversities in local conditions may provide a valid argument for variety in organisation and administration. However, the adaptation of a machinery to suit the local conditions at the district or block or tehsil or village levels need not in any way militate against the broad uniform pattern at the state level. There is also no need to view the suggestions for uniform pattern

as an "imposition from outside" because these suggestions are intended to help rather than hinder the effective operation of social welfare programmes. Today, social welfare administration in the states suffers from vagueness in thought, confusion in terminology, weakness in personnel and anaemia in resources—all contributing to an infructuous investment in social welfare. Improvements in organisation and administration are likely to alleviate at-least some of the above weaknesses.

### *Scope of Activities of the Directorates*

All proposals for the re-organisation should arise from the scope of activities of the Directorate because the organisation must have relationship to its functions which again depend upon the needs and resources, both financial and personnel, available for administering social welfare activities.

In reply to the first question, (*viz.*, please indicate the subjects/items which constitute social welfare programmes in your state) we received answers of varying lengths. Notwithstanding the differences in the size of replies, we find uniformity in scope and a common nomenclature in regard to some subjects such as women and child welfare, welfare of the handicapped, social defence, social and moral hygiene and after-care programmes. In some cases there are separate directorates for women's welfare and for the welfare of harijans, scheduled castes, backward classes and tribal areas whereas in some other states these are part of the activities of the Directorate of Social Welfare. In a few states there are also the following subjects under the Directorate of Social Welfare: (1) Youth welfare, (2) Welfare of the aged under a social assistance scheme, (3) Welfare of the beggars, (4) Welfare of prisoners, (5) Welfare of slum dwellers, pavement dwellers, (6) Labour welfare, (7) Family planning, (8) Legal aid to the poor, and (9) Relief to the displaced persons. There is no doubt whatsoever that all or most of these nine additional items have a large welfare content in them.

Except tribal welfare, which is a major problem in a few states where the tribal population is large, the other items are more or less common problems among all States. It is, therefore, desirable to evolve a common content of welfare programmes without prejudice to any particular State adding a few extra social welfare programmes for its people because of its peculiar



local conditions. The evolution of a uniform content of social welfare programmes for a Directorate of Social Welfare would enable us to look at the organisation for social welfare from a clearer perspective.

### *Criteria for Common Content*

Two major aspects should receive attention in the determination of common content of social welfare programmes. The first refers to the purely social welfare aspects of a programme and the second refers to the legislative support for social welfare programmes.

As regards the first, the term welfare is vague and all-inclusive ; and unless we specify the social welfare programmes, the term welfare is likely to sprawl over a wide area beyond the technical-professional confines. Welfare has its preventive aspects including economic betterment, social services, employment, etc. Welfare has also the narrower aspect of certain technical services and institutional or domiciliary or community programmes with a predominant technical or professional element in the services.

No doubt these preventive and technical aspects could be complementary but, from the organisational point of view there is need for a clear demarcation. At present the demarcation appears to be blurred particularly in the field of women's and child welfare, the welfare of the backward classes, youth welfare, the welfare of slum dwellers, etc. The socio-economic programmes of women's welfare are intended to increase the earnings or to improve the earning capacity of women. These two aspects of the programmes need a great deal of co-ordination with the department of industry for raw materials and technical equipment, with the co-operative department for marketing and distribution, etc. In these programmes there is very little of professional technical skill of a welfare specialist. There is great need of the services of a generalist administrator for co-ordination. Similarly, in the case of normal children, the welfare programmes assume the nature of improved environmental services, better nutritious foods, etc., wherein the special technical skills of a child welfare expert are hardly needed. The case, however, is different as regards the welfare of physically or mentally handicapped children. So also, the welfare of scheduled



castes calls for the provision of education, economic betterment, health, housing and other services in which the technical social welfare element is not fully developed. Youth welfare by and large consists of secretariat activities or the organisation of service camps.

We may, however, add that these preventive aspects of social welfare could be better promoted provided we utilise the professional skills of trained social work personnel. These trained persons could better stimulate the human response ratio or they would be able to encourage the people to make the best use of the opportunities or services under the many sided development programmes. Social work skills become very helpful in all development programmes provided the general administrators could properly understand and utilise them.

There might have been many reasons for these activities becoming associated with social welfare directorate. We may mention a few here. (1) No other department of the Government has come forward to undertake these activities. (2) These were part of the programmes of social reconstruction or social reform or social development activities which were assumed to fall appropriately under the welfare department. (3) The personnel of the social welfare department probably have more and better skills than any other department to awaken and activate the community to co-operate with these activities of the state in pursuance of welfare objectives of the state. (4) Even though there is no special technical skill implicit in the programmes apart from an extension of opportunities and equipment, it was felt that the provision of these by the social welfare department contribute to the sense of well-being and promotion of welfare in the context of the planned socio-economic development of the country.

Initially when these programmes were started, all the above reasons might have contributed to the decision for starting a welfare directorate, but after a decade of experience the matter has to be considered from the standpoint of the best utilisation of the resources of the country for an effective realisation of the broad and limited objectives of social welfare through appropriate realignment of organisations and functions. On this matter, it is desirable to secure a consensus among the various organisations engaged in the promotion of social welfare.

### *Basis for Re-classification*

It is not suggested that the existing activities, (diverse and numerous as they are) need to be taken away from the directorate of social welfare but we could usefully draw a distinction. from the organisational and administrative point of view, between (1) the primarily operational activities in social welfare, such as those directly flowing from specific social welfare acts, and (2) the co-ordinational activities of social welfare directorates. Besides these two activities, there will be grants-in-aid activities and planning, research, training, and evaluation activities of the Social Welfare Directorate. The organisation and administration should be so developed as to allow the technical personnel services to flow into the primary operational field of social welfare and the rest of the activities could be distributed among the generalist administrative personnel and the technical personnel so as to lend support to a better performance in the field operations.

Besides the above distinction about primary and secondary aspects of social welfare, there is also need to make a distinction between social welfare programmes supported by legislation and those not supported by legislation. This distinction is mentioned for two reasons : (1) Every state activity should as far as possible be supported by appropriate legislation. This may be regarded as the first principle of governmental action. In saying this, we are not suggesting that there should not be administrative discretion or ministerial decrees but as a matter of general convention, administrative discretion should be exercised under an enacted statute and ministerial decrees should in course of time be embodied in appropriate legislation. First priority in the enforcement of programmes should be given to those which are supported by appropriate legislation. (2) Non-statutory social welfare programmes should find encouragement from the department of social welfare more through grants-in-aid than through direct operation. If this principle is accepted, the organisation of the department would assume a different complexion. There could be a proper allocation of technical and generalist administrative personnel in the department.

The distinction between the statutory and non-statutory social welfare programmes is often discussed in the context of

the principles that should govern the distribution of functions between the public and private sectors of social welfare organisations. In our view, such distribution should be subject to the over-riding consideration of competence and experience in performance. When, in course of time, the bulk of the social welfare programmes, would, as suggested by us, be supported by appropriate legislation, this distinction would loose much of its validity.

### *Social Security and Social Welfare*

One debatable point is whether social security schemes should form part of social welfare. This point could be considered from a broad or a narrow angle. From the former point of view there is no doubt that social security schemes form part of the means for achieving the objects of social policy. From the objectives (goals) point of view, therefore, social security should be considered as forming part of social welfare. However, from the standpoint of organisation and administration, doubts could be entertained both about the desirability and about the feasibility of including social security in the social welfare department. An analysis of the institutions and systems of social security would help in clarifying the issues involved.

Social security was initially based upon the principle of reinforcing income security programmes for special classes of employees in regular employment or for categories of people having steady incomes. Social security schemes were based upon self-financing methods with or without subsidies or contributions from the government. Social security schemes were meant to cover specific occupational or economic risks for specific categories of people. Large or small numbers of contributors or beneficiaries were brought under a scheme with specialised techniques of actuarial science and administrative system.

Like social services, social security schemes play a great part in relieving the pressure in the social welfare field but like social services again social security schemes require a separate organisation and a special administrative and management system because the nature of coverage and the techniques of operations are different.

### *Old-age Assistance a Part of Welfare Schemes*

However, in a good number of States in India, there are some social assistance schemes particularly for the aged destitutes. In one State this assistance scheme is being administered by the Directorate of Social Welfare whereas in other States the assistance schemes are handled by the Labour or Revenue or Home or some other department. This is a point about which we could consider some uniform pattern.

Social assistance is generally one of the two sides of social security, the other side being social insurance. As a matter of convenience, insurance and assistance programmes are administered by separate organisations because the sources of finances and the clientele of the two schemes are by and large distinct even though there may be cases of spill-over from insurance to assistance.

In India, the social assistance schemes are confined mainly to a grant of cash assistance to the aged destitutes under certain conditions. These schemes are more in the nature of social welfare programmes for relieving the miseries of the aged destitutes than a follow-up for picking up and filling the gaps in insurance coverage. As such, the old-age assistance scheme stands apart from the retirement benefit insurance scheme under the Employees' Provident Fund scheme. For this reason, the old-age assistance scheme should be treated as a social welfare scheme for the aged and, therefore, should be brought under the scope of the Department of Social Welfare. It is, therefore, suggested that as a matter of uniform principle the existing or emerging schemes of old-age assistance should form part of the activities of a state department of social welfare. It is also suggested that these schemes should no longer continue to be supported by administrative or ministerial orders but should be duly enacted by State Legislatures.

### *Two Ideas Behind the Re-organisation Pattern*

It will be seen from the above account that two major ideas underlie the suggestions regarding the re-organisation of the social welfare departments so as to secure as far as possible a minimum degree of uniformity and integration in the organisation of the social welfare programmes in departments in different states.

The first idea refers to the need for abolition of the distinction between the Secretariat and the Directorate and to enable the Directorate to serve as the Secretariat Department to the Minister in assisting the formulation and administration of social welfare policy.

The second idea is concerned with listing a system of priorities in the social welfare programmes: (1) to be directly administered by the department; (2) to secure fulfilment of certain welfare objectives by bringing about effective co-ordination in the programmes of the entire State Government; (3) to assist others, through cash grants and field counselling or through supply of equipment, loaning of the services of personnel, etc., in getting certain programmes executed or institutions managed by other organisations. The Government may not be in a position to run them or because the Government finds it necessary and desirable to mobilise non-tax resources in cash and in honorary services of others. The Government may evolve an effective process of registration and licensing; may organise training programmes for the welfare workers, may make evaluation and research studies. All these it could undertake to see that the benefits of these studies flow into the policy formulation, planning and programming; and (4) a house-keeping or general administration function so that the technical services wings of the department are adequately served by the supplies, funds, personnel and equipment.

### *Functions of a Department of Social Welfare*

The five functions of a Department of Social Welfare, therefore, are : (1) execution of technical programmes of social welfare; (2) co-ordination of allied programmes of social welfare; (3) grants-in-aid and technical aid; (4) registration and licensing of institutions and training of workers, research and evaluation; and (5) house-keeping or general administration.

### *Current Deficiencies*

(a) **Lack of Social Welfare Focus:** All these functions are at present being carried out by the Department or Directorate of Social Welfare together in each state. There, however, appears to be two weaknesses in the present structure and functioning of the directorates. Firstly, there is a wide variety of social welfare

programmes without assignment of priorities in the primary, secondary and tertiary functions of the Directorate. Consequently the Directorate suffers from an incapacity to allocate its limited financial and personnel resources adequately to the programmes of social welfare where technical components have been developed adequately and to the rest there is a tendency among the directorates to place under their jurisdiction programmes and functions that have only a remote bearing upon social welfare. An extreme example is that of the Directorate of Social and Youth Welfare in Bihar. Eleven items are mentioned as the subjects dealt with by the newly created (1962) Directorate of Social and Youth Welfare in Bihar. Of these eleven subjects the first five are : (1) Social education, (2) Public library service, (3) Cultural affairs, (4) Youth welfare, and (5) Sports (other than those concerning schools and colleges exclusively). The rest six are : After-care programmes for men and women, orphanage and widows homes, education of handicapped, social and moral hygiene, women and children welfare programmes. In reply to our questionnaire the following were also mentioned: Vigyan Mandirs, assistance to indigent artists, Government School of Arts and Crafts and Bihar State Social Welfare Advisory Board.

It will be seen from the above list that more than half the subjects dealt with by the Directorate of Social and Youth Welfare belong properly elsewhere. One should hasten to add here that the Directorate of Social and Youth Welfare was created in 1962 by the Government "for co-ordination and better performance of business in regard to social and youth welfare and cultural affairs", and the Directorate is "under the direct administrative control of the Education Department".

These subjects were taken over from the Director of Public Instruction and were entrusted to the Directorate of Social and Youth Welfare. The historical origins of the Directorate of Social and Youth Welfare indeed determined the predominant bias towards auxiliary activities under education. The focus on social welfare was subsidiary. It is of interest to note that the "posts of Divisional Social Education Organisers, District Social Education Organisers, and Lady Social Education Organisers were redesignated, after the creation of the new Directorate, as Regional Social and Youth Welfare Officers, District Social

and Youth Welfare Officers and Lady Social Welfare Organisers respectively”.

Bihar is not the only state which suffers from a lack of precise social welfare focus. In Madhya Pradesh, among the subjects entrusted to the Directorate there were, *inter alia*, such subjects as relief to displaced persons, welfare of non-student youth, public co-operation, etc. In Rajasthan, the Directorate of Social Welfare deals, *inter alia*, with such matters as labour welfare, state insurance for government employees, family planning, employment programmes, welfare of displaced persons, etc. In Uttar Pradesh, training of village level workers (Gram Sevikas and Gram Laxmis) find mention.

While proliferation of subjects is a common feature in many states, in Madras there was another tendency. The State Social Welfare Board, created by integrating the State Social Welfare Advisory Board with the Women's Welfare Directorate deals only with women and child welfare programmes. These differences in the scope of functions clearly indicates the lack of a direct relationship between the designation and functions of the organisation.

A Director of Social Welfare aptly stated : “A correct definition of Social Welfare activities is to be made before proceeding with the integration proposals”. Proliferation is as much to be discouraged as the contraction of subjects in the re-organised departments of social welfare. The focus of allocation should be on social welfare and there should be close relationship between the designation of the department of social welfare and the contents of the subjects it deals with.

**(b) Lack of Proper Grouping:** The second weakness of the existing organisation of Social Welfare Directorates is the lack of a proper grouping of welfare subjects under the Directorate. We also witness an absence of a proper co-ordination among the various departments handling welfare subjects. The wide-spread scatter of subjects has been brought to light in many studies on the subject. The phenomenon of scattered distribution of welfare subjects was inevitable before the establishment of a Directorate of Social Welfare in a State and in most States the Directorates of Social Welfare came into existence during the last decade. Even after the establishment of a Department or Directorate of social welfare the scattered distribution



persists. The following replies to question 8 give an idea of the widespread scatter of the subjects :

**Question : 8<sup>1</sup>**

<i>Subjects</i>	<i>Dealing Departments</i>	<i>States</i>
(1) Blind school.	Education Department.	Assam
(2) Child welfare demonstration project.	Panchayat and Community Development Department.	Assam
(3) Children's clubs.	Police Department.	Punjab
(4) Children and women welfare in rural areas in the development blocks.	Through Panchayats directly by the Rural Development Department of the State.	Gujarat
(5) Employment.	Labour Department.	Rajasthan
(6) Family planning.	Medical & Health Department.	Rajasthan
(7) Harijan welfare and welfare of scheduled castes.	Harijan Welfare Board.	Delhi
(8) Integrated child welfare demonstration programme and applied nutrition programme.	Development Department.	Kerala
(9) Integrated child welfare project.	Community Development programme.	Punjab
(10) Labour welfare.	Labour Department.	Rajasthan
(11) Old-age pension.	Labour Department.	Uttar Pradesh
(12) Probation services for adult offenders.	Jails Department.	Punjab
(13) School for deaf and dumb and blinds.	Director of Primary & Secondary Education.	Rajasthan

<sup>1</sup> (Q. 8) i.e. If a separate Social Welfare Department/Directorate exists in your State/Union Territory then do all the subjects/programmes of social welfare fall within the perview of this Department/Directorate. If this is not the case, the social welfare subjects allocated to other Departments may please be mentioned.



<i>Subjects</i>	<i>Dealing Departments</i>	<i>States</i>
(14) Social defence programmes.	Prisons Department.	Kerala
(15) Social security schemes.	Board of Revenue.	Kerala
(16) Social welfare (certain subjects of).	Education Department Public Health (Medical, Panchayati Raj Department.	Mysore
(17) Special programmes for women and children.	Director of Women's Welfare.	Andhra Pradesh
(18) Schemes relating to the Scheduled Tribes are being implemented by the concerned heads of departments like Director of Agriculture, Director of Public Instruction, Director of Medical Services, Director of Public Health, Chief Engineer, Highways, Chief Conservator of Forests, etc., from out of funds provided in Social Welfare Budget.		Andhra Pradesh
(19) State insurance.	State Insurance Department.	Rajasthan
(20) Suppression of Immoral Traffic Act and the protective homes.	Health Department.	Bihar
(21) Suppression of Immoral Traffic in Women & Children Act.	Home Department.	Rajasthan
(22) Treatment & rehabilitation.	Director of Medical & Health Department.	Rajasthan
(23) Welfare of Backward Classes & Tribes.	Separate Directorate.	Gujarat
(24) Welfare of displaced persons.	Rehabilitation Department.	Rajasthan
(25) Welfare of the handicapped.	Education Department & Welfare Department.	Kerala
(26) Welfare of mentally handicapped.	Education Department.	Punjab
(27) Welfare of non-student youth.	C.D. Sports Department.	Punjab

<i>Subjects</i>	<i>Dealing Departments</i>	<i>States</i>
(28) Welfare of prisoners.	Jail Department.	Rajasthan
(29) Welfare of Scheduled Castes and Scheduled Tribes and Backward Classes.	Harijan Welfare Department.	Kerala
(30) Welfare services in prisons.	Jail Department.	Punjab
(31) Welfare of slum dwellers.	Local Self-Government.	Rajasthan

Besides proliferation and scatter, two other matters call for attention : (1) the absence of social welfare statutes in some important fields of social welfare ; and (2) the existence of separate Directorates for different areas of welfare such as Women's Welfare Directorate, Tribal Welfare Directorates, Harijan Welfare Directorate, etc. The absence of a Children Act in some states is particularly unfortunate because the Union Government has enacted a model Children Act. This is applied in Union Territories and it could be adopted or adapted by the States which so desire. Many State Governments have not yet done this. Beggar legislation is another example where the absence of a worthwhile statute in each State hampers execution of programmes.

Further, a major policy decision has to be taken about the continuance of separate subject matter directorates of welfare, such as Directorate of Women's Welfare, Directorate of Harijan Welfare, etc., etc. There may be historical reasons for their separate origin but we have reached a state of affairs in social welfare field when it is necessary for the Union Government's Department of Social Welfare to expedite the process of a unified or integrated approach to the administration of social welfare subjects by persuading the State Governments to take the necessary steps. This is not an easy task because of the established interests of different directorates. If at this early stage, however, the integration could not be attempted, it becomes next to impossible later on when these separate interests become more entrenched and more widespread.

*Need for a Separate Ministry of Social Welfare*

Here it may be desirable to suggest for serious consideration by the State Governments, a proposal for the establishment of a separate Ministry of Social Welfare at the State Government level with the different departments concerned with social welfare such as welfare of the maladjusted and of the handicapped, welfare of backward classes, women's welfare, youth welfare, the welfare of the aged, housing and the welfare of slum dwellers, community development, etc. A separate Ministry with these departments under its control would have enough justification, resources and facilities for overall planning, programming, execution, co-ordination and evaluation. This suggests itself as a practicable solution for overcoming some of the hardships inherent in the fragmentation of subjects among different departments on the one hand and proliferation without focus of many auxiliary subjects under the Directorate of Social Welfare on the other hand.

Genuine fears may be entertained about the unwieldy size of the proposed Ministry. The largeness of the size and heterogeneity of subjects may affect adversely efficiency in operation or effectiveness in co-ordination. To this, however, our answer is that there are ministries of much larger size and greater variety such as the Ministry of Education, the Ministry of Commerce and Industry, etc. The largeness of the size is not invariably a handicap but it becomes so when its staffing pattern and the design of operations are not given proper attention. This problem is acutely faced in a country like the United States and it is the considered views of writers like Clyde White that "the size of the department is not an obstacle to effective administration" provided the organisation of the department is properly planned and able division heads are employed.<sup>2</sup>

Moreover, the State Departments of Social Welfare act as intermediaries between the Central and local Governments.<sup>3</sup> Most of the social welfare programmes are initiated by the Union Government and the services to the beneficiaries are supplied by the local administrative agency. Under these circumstances the largeness of the size of the State Department

<sup>2</sup> R. Clyde White, *Administration of Public Welfare*, New Delhi, Eurasia Publishing House, 1965, pp. 92.

<sup>3</sup> Also vide Clyde White, p. 114.

of Social Welfare and the variety of subjects under it, instead of being a handicap would be a help to achieve better co-ordination.

The creation of a separate Ministry of Social Welfare does not necessarily obviate the fragmentation or scatter of all aspects of welfare programmes, because the Ministries or Departments of Education, Health, Labour and Employment, Home, Law, etc. still continue to have a great deal to do with the provision of background or complementary programmes for reinforcing social welfare subjects. The need for liaison and/or co-ordination with these Ministries or Departments continues in spite of an integration of welfare subjects under one Ministry or Department; but the problem of co-ordination becomes much simpler and easier when an internal cohesion is achieved in the major welfare fields under a single Ministry. Internal co-ordination in the welfare field is a condition precedent for effective co-ordination with external departments. Needs and requirements of liaison and/or co-ordination then become clear and communications could be funnelled and machinery for co-ordination with external departments could be established with greater precision and clarity.

### *Designations of Personnel*

A point about designations of personnel may be referred to. At present, the designations below the Director are Deputy Director, Assistant Director, Welfare Officer, etc. These are normally associated with some technical service in the field of social defence. Except probably in the probation and correctional services, and in the audit and accounts departments, the rest are all generalists who might or might not have been given short-term orientation training in a specific subject. In the course of their job performance the personnel acquire considerable insight and experience in the field but when questions of promotions come up, there is a tendency to shift the personnel from one field to another because of limited opportunities for vertical promotions in one's own sphere.

The personnel organisation and the personnel policies indeed have a great impact upon the efficient execution of welfare programmes. The designation for each job should indicate the functions; and the opportunities for specialisation and career promotion should be considered as part of the organisational

problem. The personnel and their motivation, their training and skills would largely determine the substance and the spirit of an organisation. Repeatedly we find from surveys and case studies that more than the top level personnel, it is the middle level executives and the bottom level field workers that contribute most to the success of an organisation or a programme particularly from the view point of the beneficiaries in the community. For this reason we suggest that the Department of Social Welfare should make a clear specification of jobs and careers in social welfare with appropriate qualities and qualifications prescribed for each job. This would enable the schools of social work to train their students for specific specialised jobs and the trainees too could know for what they were preparing themselves. An imaginative personnel policy and job description is a great desideratum in the social welfare field.

*Proposals for Re-organisation: (a) A Professional-Generalist as the Head*

In the light of the discussions above, the following re-organisation of Social Welfare Department/Directorate at the State level could be suggested.

The Department/Directorate would be headed by a Minister of Social Welfare. Next to him would be Social Welfare Director/Secretary. In view of the suggestion that there would be no separate Director of Social Welfare, it is suggested that the Secretary would be a person with professional training in social work. He would be, in the words of Amitai Etzioni,<sup>4</sup> "a professionally oriented administrator". After discussing the "institutionalised role conflict" implicit in the headship of a professional organisation, as between a professional and a lay administrator, Mr. Etzioni refers to the solution to this dilemma and says, "By far the most widespread one is the rule of the professionally oriented administrator. Such an administrator is one who combines a professional education with a managerial personality and practice". Mr. Etzioni later on refers to the obvious advantages of specialised administrators over lay administrators as follows : "(1) They are trained for their particular role and have considerable understanding of the

<sup>4</sup> Amitai Etzioni, *Modern Organizations* ; Prentice Hall of India (Pvt.) Ltd., New Delhi, 1965, pp. 82-85.

organisation in which they are about to function before they enter it. (2) They are sensitised to the special tensions of working with professionals, and they share some of their professional values. On the other hand, they are less prepared for their role than the professionally oriented administrators from the first source who have a deeper commitment to professional values, command more professional respect, and have a greater number of social ties with professionals." Finally, we may quote Mr. Etizioni's observations on serving the goals of an organisation by the two categories of administrators : "The strains created by lay administrators in professional organisations lead to goal displacement...but lay administrators are more likely to cause displacement than are other administrators... Professional organisations cater to goals which are usually upheld by the professional. Hence a lay administrator with a strong bureaucratic orientation seems to be more likely to endanger the professional goals than a professional or a professionally oriented administrator."<sup>5</sup>

### *Special Bureaux and their Functions*

Under the Director/Secretary of the Department we suggest the following specialised Bureaux each headed by a competent Chief of Bureau. The Bureaux are :

- (1) Social Defence Bureau,
- (2) Bureau for the Handicapped,
- (3) Bureau of Family Welfare or Bureau for Women, Children, Youth, and the Aged,
- (4) Social Development Bureau, or Bureau for Scheduled Castes and Backward Classes,
- (5) Bureau of Community Development and Promotion of Voluntary Action,
- (6) Bureau of Grants-in-aid and Counselling,
- (7) General Administration and Accounts Bureau.

**Social Defence Bureau :** The order of arrangement of these Bureaux requires some explanation. The idea underlying the suggestion of these seven bureaux is to rationalise the distribution of the existing functions under specialised units of administration so as to achieve unity of subject matter and coherence of programmes. From the very earliest times, the State has engaged

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<sup>5</sup> *Ibid.*

itself in social defense functions largely covered by legislation such as the Children Act, Suppression of Immoral Traffic in Women and Children Act, the Probation of Offenders Act, the Prevention of Beggary Act, etc. The enforcement of the provisions in these Acts, the execution of programmes and the management of institutions under these Acts is the foremost responsibility of a Social Welfare Department.

**Bureau for the Handicapped :** Next in order is the responsibility for the handicapped citizens. The handicap may be physical, mental or emotional. Citizens with such handicaps are growing in number and are likely to grow with the growth of the industrial-urban complex in the country. Individual families and local communities would be unable to shoulder the responsibilities of treatment and rehabilitation of the handicapped. Even though there is no legislation supporting the welfare programmes meant for the handicapped, there are allocations under the Five Year Plans and there are programmes undertaken by the State Governments and voluntary organisations for the treatment and rehabilitation of the handicapped citizens. These are at present carried under administrative orders and it would be desirable to enact suitable legislation by the union and the State Governments. Such legislation would minimize arbitrariness in administrative action and would educate the community about its responsibility towards the handicapped.

**Bureau of Family Welfare :** The third Bureau deals not so much with welfare as with special programmes which provide opportunities for the socially handicapped persons in the context of the Indian society to improve their standard of living. The programmes of this Bureau require more government assistance than direct service. The assistance to the aged which is provided in a majority of States could be appropriately handled by the State Social Welfare Department. The so-called welfare programmes for women, children and youth, other than the ones handled under the first two Bureaux, should normally be capable of being handled by the staff of this service Bureau.

A recent trend in social welfare administration is to look at the services for the family as a whole. The practice in the past was to provide services for individual members of the family through separate departments. This practice had its origin in the sporadic growth of social welfare services. Historically,



administrative convenience dictated fragmentation of services among different departments and compartmental approach to the individual members of the family. This practice has been undergoing change in the advanced countries.

Now that we have the benefit of experience of the disadvantages and wastage in resources implicit in *ad hoc* growth or sporadic attempts, we should plan the social welfare services with a focus on family as the unit and a special Bureau as the operating agency for identifying the needs and conditions of individual beneficiaries within the family. This Bureau would, after identification, approach the other Bureaux or Departments to funnel their services to the beneficiaries within the framework of the family situation.

**Social Development Bureau :** The fourth Bureau deals with the problem of the scheduled castes and backward classes. Unlike the suggestions made by the Study Team on Social Welfare and Welfare of Backward Classes, we are of the opinion that the responsibility for the promotion of the well-being of the scheduled castes and backward classes should be vested in the Social Welfare Department because these programmes carry in them the responsibility to enforce social reform legislation, to execute social reconstruction programmes with the ultimate object of bringing about social integration through the abolition of the inherited, obsolete (and today unconstitutional) caste segregation and distinctions. The whole purpose of the laws and the programmes in this sphere is not punitive but educational. Social reform and social integration are best achieved when the socio-economic programmes by other departments of State Governments are supplemented and reinforced by the group work and community organisation techniques of trained social work personnel. The application of these techniques becomes easier for the personnel in the Social Welfare Department. Even a separate directorate for Harijan welfare would find itself handicapped by its low prestige and by difficulties in specialising in the techniques of co-ordination and social work skills. For these reasons, we suggest that the responsibility for the implementation of the policies, laws and programmes for the welfare of scheduled castes and backward classes should be vested in the Social Welfare Departments.



This Bureau is also described by us as "Social Development Bureau". The reasons are more implicit than explicit. So a word of explanation may be necessary. In India, one of the foremost aspects of social development is to bring about a "casteless" society. In pursuance of this objective, we started with special constitutional provisions for the socio-economic betterment of the scheduled castes and backward classes. The assimilation of the scheduled castes into the general community is the first step in the social development. A progressive rise in their socio-economic status could be regarded as a barometer of social development and the achievement of "casteless" society. This view prompted us to describe this Bureau as Social Development Bureau. We feel that the designations "Scheduled Castes and Backward Classes" and "Harijan Welfare Directorate", etc., sound archaic and are out of harmony with the spirit of the times and the ideals under our Constitution.

**Bureau of Community Development and Promotion of Public Co-operation :** We regard this Bureau as an important addition to the scope and functions of Social Welfare Department/Directorate. The scope and functions of community development movement have undergone many changes since its inception in 1952. It has its ebbs and tides. Since the establishment of Panchayati Raj, Community Development Movement has become merged with democratic decentralisation and rural local Government. We, however, feel that extension techniques and community development objectives have great relevance and significance in developing societies. These are the media through which *Jana Shakti* or public energies could be mobilised for socio-economic betterment of the masses of people. The social work techniques and the skills of the professionally trained personnel in the Social Welfare Departments would be most appropriate to further the community development objectives and to utilise the extension techniques in enlisting and promoting public co-operation and participation for social welfare programmes. For this reason we include it as one of the Bureaux in the re-organised Social Welfare Department.

**Grants-in-aid and Counselling Bureau :** The sixth Bureau is to be incharge of grants-in-aid, field counselling, registration and licensing of voluntary social welfare institutions. This Bureau, as could be easily imagined, would be a liaison bureau

between the State Department of Social Welfare and the existing State Social Welfare Advisory Boards, and other welfare agencies or associations in the private sector. The functions of this Bureau would be to feel the pulse of activity in the voluntary sphere, to guide the activities of voluntary organisations through grants-in-aid, through field counselling, supervision, communication of knowledge, techniques and skills, etc.

An additional, but not a new, function of this Bureau would be registration and licensing of voluntary institutions. There is a Union Government Act on the subject and the State Governments could easily adopt the Act for application within their jurisdiction. The need for this function is keenly felt for the purpose of ensuring co-ordination of activities and maintenance of or improvement in standards among the welfare institutions. None could under-rate the importance of co-ordination of activities and enforcement of standards in the interest of maximum utilisation of the limited facilities and resources on the one hand and the discharge of trusteeship responsibilities of welfare institutions on the other. All these above mentioned functions, therefore, need grouping under a specialised Bureau in the Department.

**General Administration and Accounts Bureau :** The seventh Bureau needs no elaborate explanation. The success of professional organisation depends, to a large extent, upon the capacity of its administrative units to facilitate the operations of the professional units. In that sense the Administration and Accounts Bureau plays a key role in the whole organisation. The importance of its role, however, could be enhanced if it serves rather than bosses over the other units. In the literature on public administration the role of the administrative unit in a professional organisation is expressed in the "top-tap" cliché. If the administrative unit places itself on top of other units, there grows a goal-displacement in the organisation. The organisation tends to become bureaucratic in its derisive sense and its activities become less and less client centred ; on the other hand, if the administrative unit is "on tap", i.e., if it fulfils the house-keeping functions through a steady flow of available resources, equipment and personnel to serve the beneficiaries, the Bureau of Administration and Accounts becomes a model for other departments.

Besides supply and scrutiny functions, the Bureau also should engage itself in the collection and analysis of information, both statistical and descriptive, and reporting and evaluation of the achievements and shortfalls in programmes in the light of the plan targets, and constitutional directives. These findings and assessments of the Bureau would help the suggested Committees on Social and Social Welfare Services in the Legislature and the planning bodies. It is needless to add that for discharging its functions satisfactorily, this particular division of the Bureau has to be staffed with competent personnel and strengthened with additional resources. The ideas governing the formation and functions of the six bureaux in the department of social welfare are :

- (i) integration of the essential fields of social welfare,
- (ii) internal and external co-ordination of social welfare and allied activities of the Government of a State,
- (iii) close partnership with private sector institutions in the social welfare field, and
- (iv) administration, accounting, reporting and evaluation to serve policy formulation, planning, programming, execution and review by the policy-making and planning bodies.

### *Functions and Responsibilities of Bureaux*

An attempt is made to distinguish between different degrees of responsibilities of the State Governments. There is the direct responsibility of the State Department of Social Welfare in the implementation of statutory obligations in the social defence sphere. Next is the assumed responsibility towards the handicapped citizens. The responsibility of the State Department of Social Welfare is indirect towards the socially disabled groups of people such as: (1) the sex and age groups, *i.e.*, women, children, youth and the aged, and (2) caste and class groups, *i.e.*, the scheduled castes and the backward classes. These are more in the nature of social reform and economic betterment obligations than the technical social welfare obligations. Lastly, there is the emerging responsibility for the encouragement, support and servicing of the private sector institutions in the welfare field.

These different functions and responsibilities of the Department of Social Welfare have varying degrees of operational

significance for the personnel and the Chiefs of Bureaux. The jurisdiction and functions of the first Bureau call for the highest degree of commitment and fulfilment. Similar in importance are the operations of the programmes under the second Bureau. In both the cases it has to discharge these obligations directly by initiating and managing the programmes and institutions through its own personnel or it may entrust them to eligible voluntary institutions. In case the State Welfare Department adopts the second alternative, it should regard the voluntary institutions as partners in its enterprise and extend to them the same facilities and equipment as it provides for its Bureaux. There should not be any limitations in grants or conditions about matching grants because these programmes or institutions should have been started and managed by the State and if it is not able to do so or if it considers it desirable that certain well recognised voluntary institutions should carry on the programmes or manage the institutions, there should not be a condescending or patronising attitude towards the private sector management, simply because the funds come from tax resources and these are given as grants to voluntary bodies. The grants here should be treated as payment for Government obligations fulfilled through other equally competent organisations.

There is, however, a difference as regards the third and fourth Bureaux. The obligations in respect of the functions under these Bureaux arise from the philosophy of socio-economic development and accelerating the process of development through planning. The programmes under these schemes call for more co-ordination than direct execution of programmes, though, in the co-ordination and in the facilitation of the programmes certain social work or extension techniques, may be employed. The measure of social reform and social uplift nature of the programmes should determine the involvement and commitment of the Department of Social Welfare.

The department should exercise a considerable degree of restraint in involving itself in the women welfare, child welfare, the youth welfare programmes and the welfare programmes for aged because these are not capable of being performed successfully without an allround improvement in the employment opportunities and economic conditions of the families. These

are not marginal but community-wide programmes arising out of the abysmal poverty of the nation, sluggishness of the economy and the passivity of the social institutions. These could not be changed by the infinitesimal efforts of the welfare department. Failures in these spheres would mean more discredit than credit, more frustration than satisfaction to the Department of Social Welfare. The Department should, therefore, be cautious rather than ambitious, restrictive rather than expansive in undertaking responsibilities of massive programmes. In these it should limit itself to providing success to the most needy programme of socio-economic development. It should restrict its obligations to communication, to education, and to research and evaluation of the programmes and projects implemented by other departments from the standpoint of accelerating the social reform and social reconstruction process. It should take an active part in the interdepartmental committees, it may undertake a few "package programmes" for demonstration of improved methods of implementation. Beyond this, it should not involve itself too deeply nor be carried away by the vague label of welfare attached to these two community-wide reconstruction schemes.

The first two Bureaux require the employment of professionally committed and technically competent personnel. The third, fourth and fifth Bureaux require the services of semi-professional persons who are good at co-ordination and at public relations approach with devotion for social reform. The sixth and seventh Bureaux will have different proportions of generalist and specialist personnel at different levels because these require less of professional orientation and more of administrative competence with a sympathetic understanding and commitment for the broad field of social welfare and its sub-specialities and programmes. These considerations influenced the suggestion of seven Bureaux in the Department of Social Welfare.

### *Tribal Welfare*

In the above suggestions, there is no mention of tribal welfare or organisation for tribal welfare as part of the Social Welfare Directorate. In our view, tribal welfare has two specific aspects about it, namely, it is both an area development and a community development programme. In both respects it stands

apart from the general run of activities in the non-tribal areas or communities. In our view, the Social Welfare Directorate is hardly in a position to deal effectively with the complex problems of area development programmes and community development of the tribal population. Further, the problem of tribals is not uniformly common to all States. The distribution of tribal population is such that some States have greater interest than other States and there are constitutional obligations to be fulfilled and special legislation to be enforced. For this reason, we recommend the establishment of a separate Department (with the Directorate functions merged with the Department) for tribal welfare in States where the size and importance are large enough. In other States, where the tribal problem is marginal, it could be handled by the Bureau of Social Development.

Even in the States where the size of the tribal population and the magnitude of their problems call for the establishment of a separate Directorate, care should be taken to make use of the specialised skills of the Department/Directorate of Social Welfare in handling the social welfare problem of the tribal population. The case-work, group-work and community organisation experience of the trained personnel in the Social Welfare Department/Directorate could be utilised in the adaptation and assimilation aspects of tribal people. The use of these specialised skills would be appreciated when we understand the corrosive influence of the industrialisation-urbanisation process on tribal people.

## CHAPTER IV

### RE-ORGANISATION OF RELATIONSHIP BETWEEN SOCIAL WELFARE DEPARTMENTS AND BOARDS

The question of proper relationship between State Departments of Social Welfare and voluntary welfare agencies is an old and oft discussed question. There can neither be uniformity nor finality about these relationships because these are bound to vary from one political-cultural system to another.

#### *Growth of Social Welfare Boards*

Before independence the problem was not very significant because there was hardly any social welfare organisation in the Government. But since the establishment of the Planning Commission, social welfare has become a separate sector in planning. Organisations for social welfare have been growing in the Government at the national and State levels. The establishment of the Central Social Welfare Board in 1953 by a resolution of the Government and the establishment of State Social Welfare Advisory Boards in the States and Union Territories by a resolution of the Central Social Welfare Board in 1954, have brought some innovations in the field of social welfare organisation. During a decade or more of their existence, the Central Board and the State Boards have been operating in the field of social welfare without a clear definition of their status in law or their relationships to statutory bodies, or Government departments. But in practice there has emerged a certain pattern of "autonomous" operations and relationships. For some time now, there has been a demand from the Central Boards and State Boards to define their status and formalise their position so that the organisations and the staff employed by them clearly know their position about terms and conditions of service, functions and relationships *vis-a-vis* the Government and other voluntary organisations. These problems have been discussed many times in the past but so far no final decision



seems to have been taken in the matter. In our study we asked a few questions in Part C with a view to ascertain what the Directorates and Boards feel respectively about some issues raised in the questionnaire.

*Functions of the Boards and their Relationship  
with the Social Welfare Departments*

The questions in Part C of the questionnaire could be classified into two parts. The first two questions aim at ascertaining the activities of the State Boards and to find out whether the functions of the Boards were clearly defined and demarcated in such a way that there was no duplication of efforts at any level. The second part was intended to bring out the views as regards the precise relationship between the State Boards and the State Departments/Directorates and whether this relationship was satisfactory and harmonious or whether any changes were needed and if so, what were the lines of change? Views were invited on these two aspects because a feeling prevails among some that of the two parallel organisations at the State level, one on the Government side and the other on the non-government side, one is redundant and consequently wasteful; secondly, the existence of parallel organisations causes friction in the allocation and execution of functions. The replies to these questions are analysed below.

On the first set of questions opinions differ. Some say that the definition and demarcation of functions are not clear and, therefore, duplication of efforts exist and others say that there is no such duplication as there is clear definition and demarcation of functions. In regard to the second set of questions, i.e., the precise relationship and its satisfactory nature or otherwise, some replies are vague and some are very short and cryptic. For example, one State replied "No relationship" under question 17. Under question 15, the same State replied a little more elaborately as follows: "Social Welfare Directorate has no relationship with the State Welfare Advisory Board, which concerns itself with children's and women's welfare programmes only." This seems contrary to our information because the State Boards are constituted by the State Governments and on all State Boards the Director of Social Welfare or some officers of Departments concerned with welfare activities are *ex-officio*



members and the State Boards get financial grants from the State Governments. Probably the reply should be understood in the context of the prevailing ideas about the autonomy of the Boards and as another State reply makes this point clear: "The Department has no relationship in any of the administrative as well as financial matters of the Board." The assumption that "the Board works as an independent organisation" given in another State department's reply makes this aspect clear.

It may be of interest to refer, however, to practices and suggestions contained in some replies to the questionnaire. In one State, the district level officers of the Directorate are associated with the supervision of the programmes of Social Welfare Board. It was suggested that at the district level, the co-operation and guidance of the District Harijan and Social Welfare Officer should be sought by the Board. To enable the State Board to carry out more effectively its work at the district level, it was suggested that there should be a committee or board at the district level; and that there should be a close liaison between the Board's personnel and the Samiti personnel at the block level.

#### *Limited Integration in Madras*

Besides these suggestions for better relation between the Department and the Board, there are some who feel that the Board should be made an integral part of the Social Welfare Department at the State level. This is already in operation to a limited extent in the state of Madras. The Kerala Government also integrated the Board with the Department but the integration was subsequently cancelled by the Kerala Government in view of the Central Social Welfare Board's advice to wait until an all-India policy in regard to such integration was adopted.

It was mentioned above that in Madras the integration of the Board and the Department was effected "to a limited extent" The expression "to a limited extent" needs some explanation. In Madras, there was a Directorate of Women's Welfare but there was no Directorate of Social Welfare. The State Welfare Advisory Board was amalgamated with the Directorate of Women's Welfare because the State Board was also concerned with the women and child welfare programmes.

Further, the projects of the Board, which were at one time conceived and operated independent of the community development programmes, had subsequently, *i.e.*, since the introduction of the Panchayati Raj, become integrated pattern projects, co-terminus in area and in period of operation with the community development schemes. For these reasons, the Government of Madras examined the "question of suitably integrating and re-organising the agencies connected with the implementation of the programmes for women and children in order to suit the new conditions" and the decision to effect this integration with the Directorate of Women's Welfare was taken in consultation with the State Social Welfare Advisory Board and with the concurrence of the Central Social Welfare Board.

This was a limited integration because there are many other aspects of social welfare which the erstwhile Women's Welfare Directorate and the present Social Welfare Board do not cover. It would be more appropriate to say that in Madras there was an integration of women's welfare programmes carried out under the Women's Welfare Directorate and women's welfare programmes and child welfare programmes carried out by State Social Welfare Advisory Board by merging the two organisations into one. The order of the Government says: "The office of State Social Welfare Advisory Board and the office of the Director of Women's Welfare will be integrated into a single office".

#### *Consequent Effects due to Integration*

Some changes consequent to this integration are:

- (1) The State Social Welfare Advisory Board will be called the State Social Welfare Board.
- (2) The existing Advisory Committee for the Department of Women's Welfare will be abolished.
- (3) The State Board will have a whole time Secretary who will be responsible to the Board for implementing the programmes of the Board.
- (4) Director of Women's Programme will be the Secretary of the Board and will be in charge of the re-organised office of the State Social Welfare Board.
- (5) The staff of the former Social Welfare Advisory Board is merged with the staff of the Women's Welfare

Department. Besides, the Social Education Organisers (Women) and Gram Sevikas of the Community Development Blocks are merged into the staff of the new Social Welfare Board.

- (6) The Secretary (i.e., Director of Women's Welfare) will be responsible for all executive work connected with the implementation of the programme as chalked out by the Board.
- (7) The State Social Welfare Board has acquired the status of a Government Department and it has got the services of the personnel of Women's Welfare Directorate, Social Education Organisers (Women) and the Gram Sevikas of the Community Development Blocks.

#### *Composition and Links of the New Board*

It is believed that the merger would not adversely affect the non-official character of the Board. The composition of the Board makes this clear. Seventeen out of the twenty-one members are non-officials. Out of these seventeen, twelve are drawn from the districts, one each from the revenue districts excluding Madras.

A link was also established between the State and local levels of the Board as for each Development District there would be a committee for the programmes for women and children and the member from the revenue district concerned would be the Chairman of the Committee in the Development District. The Departmental Officer for each revenue district would be *ex-officio* Secretary of the District Level Committee. The District Level Officer was expected to tour the various blocks and render necessary advice and guidance to the Women's Welfare Committees in the Blocks and to Mukhya Sevikas and the Gram Sevikas. The District Level Officer was to work under the direction and guidance of the District Committee.

At the Block Level also, there was to be a Women's Welfare Committee with a woman chairman. The Committee consists of the Chairman of the Panchayat Union, the three women members of the Panchayat Union, five members from among the women members of the Panchayats in the Panchayat Development Block, two local voluntary women workers co-opted by

the Committee as per the recommendations of the State Board and the Commissioner of the Panchayat Union.

The Committee at the Block Level was responsible for the administration of work relating to women's and children programmes including the expenditure from the women's and children's grants mentioned in the Panchayat Development Schematic budget and the work relating to the administration of maternity and child welfare programmes in the Panchayat Unions. The Committee lays down the programme of work and it implements it with the guidance of the District Level Committee wherever necessary. The Mukhya Sevika and the two Gram Sevikas work under the normal day-to-day control of the Panchayat Union Commissioner and the general direction and guidance of the Women's Welfare Committee of the Panchayat Union.

It will be seen from the above account that there is a direct link between State, District and Block-level organisation for women and children welfare programmes. Further at all levels, the predominance of non-official members in the Board and Committees is maintained. The Board and Committees have under them the state officials for executing the programmes. As the apex body in the State, the Social Welfare Board is given the responsibility for determining all matters of policy relating to the programmes for women and children in the State and for formulation and implementation of all schemes under the programme. The State Board is responsible for the detailed examination of all the schemes including financial outlay, their implementation, review of progress, advising in the drawing up of syllabi for training and for recommending grants from the State Government to non-official institutions and advising the State Government on the policy relating to recruitment of staff and on other matters on which the State Government may require advice. The rules according to which it carries on its day-to-day work will be framed by the Board but should be approved by the Government.

The State Board thus acquired a new strength without apparently foregoing its old status. But the State Board is responsible to the State Government in all matters relating to women's and children's programmes of the State. It is also responsible to the Central Social Welfare Board in regard to the grants-in-aid programme which is entirely financed by them.

The State Social Welfare Board also recommends to the State Government the disbursement of grants-in-aid to voluntary institutions from the funds available for the purpose with the State Government.

### *Issues in Integration*

In replies to our questionnaire, some States have suggested a merger of the Board with the Department. The issues for consideration could be expressed in these questions. What considerations should we bring to bear in discussing whether the Madras pattern of integration should be applied in other States? What are the outstanding advantages of this merger and what principles should underlie the discussions about merger?

Some of the outstanding advantages of merger are already mentioned above: (1) additional responsibilities in policy formulation and implementation of women's and children's programmes, (2) better service conditions for the personnel of the State Boards, and (3) integrated network of institutions from State to local level with a recognised predominance of non-official workers.

These are no doubt real gains. On the other side, however, the Board might tend to loose, over a period of time, the flexibility and dynamism which is needed in a Board dealing with voluntary organisations. The fact that non-official members are in majority in the Board is no guarantee that the spirit conducive for work of a voluntary organisation would prevail. There are many instances in other fields where the predominance of non-official workers in the top policy-making bodies has not succeeded in instilling the characteristics of voluntary action. Some example of this could be found in the co-operative movement. A persistent tendency among institutions associated with government departments is to get gradually swallowed up by governmental procedures. This happens because it is believed that these procedures stood the test of time during the last hundred years. Rather than developing new systems of accountability, relationships and procedures, the tendency to conform to the accustomed norms and procedures in Government is strong even among autonomous corporations. This tendency is likely to persist.

There is need for clarification on one point before we discuss the merits and demerits of integration in principle. The integration in Madras has become possible because children and women's programmes is a common subject matter between the Directorate of Women's Welfare and the Advisory Board. This is not necessarily the case in other States. Women's and children's programmes form part of the Directorate of Social Welfare with a number of other activities; whereas the scope of activities of the Social Welfare Advisory Boards in the States have so far been limited to women's and children's programmes. If the Board is to be integrated with the Department with the predominance of non-officials constituting the top policy-making and directing body, one of the two following contingencies could be expected to take place:

(1) Either the Chairman, a non-official worker, like the chairman of the Zilla Parishad, assumes the role of a chief executive and the permanent civil servant (who happens to be the Secretary) may have to work as a subordinate to the nominated chairman; or

(2) The permanent civil servant, as the head of the Department, may become more influential and may lead the non-official members into a bureaucratic point of view, thereby paving the way to a decline in the specific contribution which the non-officials are expected to make by virtue of being associated with the Department.

If there is no harmonious relationship between the non-official members of the Board and the permanent head of the Department, friction and conflicts are likely to vitiate the process of operations of the integrated Board. The analogy of the relationship between the elected Minister and the Secretary of the Department does not apply on all fours in the relationship between the Chairman and the Secretary of the Board because the Minister is an elected executive operating under the conventions and rules of the parliamentary form of government. These conventions could not be developed in the Board because the Chairman is a nominated appointee of the Government and there is no popularly selected body to whom the Chairman is accountable.

Besides this contingency of disharmony between the non-official members and the permanent civil servant, the Board

could function effectively and smoothly only to the extent to which it follows the line of least resistance in its relations with the Government. It gets its policies approved, finances allotted and programmes administered by and within the governmental framework. To put it briefly, possibilities of the Board functioning with flexibility and freedom which are so vital in the operation of such programmes would be curtailed.

The experience under the Madras pattern is not long enough to enable us to draw any justifiable conclusions about a smooth working relationship between a nominated chairman and a permanent civil servant. However, the Government order promulgating the merger expressed the hope as follows: "It is the intention of the Government that such working relationships should be established as will enable the evolution of this Board into a Statutory Board on the model of the State Khadi and Village Industries Board". From this intention, it appears that in future the Government contemplates to establish a Statutory Board for women and children's programmes whereas the other aspects of social welfare will continue to function in a Department of Social Welfare (to be established) or, as part of the activities of other departments as is the case at present. In either case, there is no clear understanding of the merger effected in a limited area of social welfare in Madras.

#### *Considerations about Merger in other States*

The merger of the Directorate and the Board in other States in which there are fulfilled Departments or Directorates of Social Welfare would mean much broader coverage than in Madras. Merger in other States would lead to an automatic extension of the sphere of operation of the Social Welfare Boards and the Department would be guided by a predominantly non-official plural executive while the day-to-day operations would be managed by a single executive headed by a permanent civil servant. Such a merger would introduce a novel element into the whole field of State administration. We are not aware of a whole department of Government being handled by non-official members in an executive sense. Some segments of a departmental activity may be entrusted to a statutory or non-statutory Board consisting of a large number of non-officials. We wonder whether the advocates of merger are entertaining the idea that



the whole area of social welfare administration would be entrusted to a Board consisting of non-official members.

It is now necessary to discuss some ideas underlying the controversy about the need to merge or keep separate the Social Welfare Advisory Boards and the Departments/Directorates of Social Welfare. A few questions that merit attention in the controversy are : (1) Why were the State Social Welfare Advisory Boards initially considered necessary? (2) Have these considerations ceased to have relevance today? (3) Could the integrated Department or Directorate or Boards fulfil the functions better than when the two, the Departments and the Boards, remain separate? (4) Are the two conflicting or competing or complementary organisations? (5) If conflicting, is the conflict functional or dys-functional? If dys-functional, could it be discouraged by merger or by some other arrangement? If competing, is it an unhealthy or a healthy competition? Is the competition leading to a wastage of resources or tapping of additional resources? In other words, is the competition between the Department and the Board leading to enhancement or extinction of public enthusiasm for welfare activities? If complementary, would the complementarities be promoted or hampered by a merger of the two? (6) Finally, why and by whom is this demand for merger of the Social Welfare Advisory Boards with the Departments/Directorates supported?

There are no clear answers to these questions partly because these were not raised in the questionnaire in this detailed manner and also partly because the respondents to a questionnaire mostly give factual and non-committal information. The questionnaires seldom succeed in eliciting from the officials specific views committing them to one side or the other in controversial issues.

### *Changes in the Concept and Functions of the State Boards*

To take the last question first, why is there a demand for merger and by whom is it supported? The demand for merger is, in our view, a product of the gulf between the name and the functions of the Board. It is called Advisory Board but it executes programmes on behalf of the Central Social Welfare Board. A short history of the changes in the concept



and functions of the State Social Welfare Advisory Boards will help in a better understanding of the question.

The State Social Welfare Advisory Boards were created by a resolution in March 1954 of the Central Social Welfare Board. In the progress report for the years 1953-55, the Central Social Welfare Board remarked that the State Social Welfare Advisory Boards will function as advisory bodies to the Central Social Welfare Board and listed the following as the main activities of the State Boards: (1) Recommending applications of voluntary welfare agencies for grants-in-aid; (2) Exercising supervision and control (including control over the finances) over the entire scheme of welfare extension projects; (3) Formulation, recommendation and implementation of family welfare schemes; and (4) Co-ordination of the activities of voluntary welfare agencies in the States. All these functions have in them a considerable degree of executive responsibility also.

As the functions of the State Boards expanded on executive lines, the Boards claimed and obtained grants (50% of the establishment expenditure and 25% of the project expenditure) from the State Governments. The State Boards also helped in providing a liaison between the welfare schemes carried on by the Central Social Welfare Board in the states, and those of the State Governments.

The position was reviewed in 1959 by the Study Team on Social Welfare and Welfare of Backward Classes (Vide Part II, Chapter II, pp. 35-38 and Part IV, Chapter I, pp. 207-229). It is needless to repeat what they have stated but attention may be drawn to two aspects. Firstly, the Study Team has recommended additional (mostly executive) functions to the State Boards and secondly, in view of the changed role of the Board, the Team recommended the designation of the Board as Social Welfare Board dropping the word Advisory from its title. The Study Team clearly stated that the State Boards should function as an executive agency and not in an advisory capacity. This, in their view, would entail a re-definition of the status, form and organisation of the State Board. The report of the Study Team suggested a statutory status for the Boards and made detailed recommendations about composition, functions, personnel, etc., at the state, district and block levels.

Normally, the Central and State Governments should have considered the recommendations contained in the report of the Study Team and should have taken some decisions about implementing the recommendations. After nearly seven years of the submission of the Report we are discussing the same problems and the same solutions over and over again without a clear direction or a clear-cut idea.

### *Two New Developments since the Study Team's Report*

Two new developments that have come up since the submission of the Report of the Study Team in 1959 are : (1) Except Orissa, and Madras every State has established a Directorate of Social Welfare, and (2) The scheme of democratic decentralisation or Panchayati Raj has been established in many States. We must consider the re-organisation of the status and functions of the State Social Welfare Advisory Board in the light of these two developments. Three possible alternatives for discussion are : (1) the merger of the State Boards with the Departments/Directorates of Social Welfare, (2) The continuance of the existing arrangement with any modifications necessary in the light of suggestions made by the Central or State Governments and the central or State Boards, and (3) The abolition of the State Boards or the adoption of an alternative organisation in the place of the State Boards. Before we discuss the merits or demerits of these three alternatives we may refer to the views received in reply to our questionnaire.

### RESPONDENTS' VIEWS

#### *Directorates*

In the replies from the Directorates, we find three States mentioning that the efforts of the State Boards overlap while one State mentions about overlapping in regard to grants to institutions. One State Directorate remarks "the functions of the State Board are not clearly demarcated and defined. There is much duplication of effort". This represents one extreme view. Another State Directorate observes : "As the Directorate is intimately connected with the working of the State Social Welfare Advisory Board, there is very little chance of duplication of efforts and activities of the Board and the Directorate".

The same Directorate also points out how there may be duplication in the matter of grants to institutions because neither the State Government nor the Board can fully meet the requirements of a particular institution for some specific projects. This factor is responsible for getting grants-in-aid from more than one source. Another State Directorate remarks that "they do overlap" but does not elaborate it. A fourth State Directorate admits that the functions of the Board are defined but points out to the common areas of functions of the Board and the Directorate. The same Directorate, however, suggests that in addition to the existing activities of the Board in the field of women and child welfare and the welfare of the physically handicapped, the Board should be entrusted with the programmes under social and moral hygiene and after-care service and family planning. In other words, the functions of the Board are to become co-extensive with the functions of the Directorate. This suggestion, read in the light of another suggestion contained in reply to the same question, namely, that the Board may be re-designated as "State Social Welfare Board making it a statutory body by appropriate legislation" indicates another line of thought.

### *Boards' Views*

While these are the views of the Directors of Social Welfare Boards of the State Governments, the heads of Social Welfare Advisory Boards also replied to the question indicating a variety of approaches. Several of them are of the view that the functions of the Boards are clearly defined and that there is no overlap or duplication of efforts either in functions or in programmes or in grant giving. But there are some who feel that there is duplication or overlapping and that the relations between the State Board and State Department/Directorate call for improvement.

One State Board which refers to lack of demarcation seems to infer this from the receipt of grants by some institutions from several sources including several departments of government but this was explained earlier to the meagre quantum of grants for programmes in spite of the multiplicity of sources. Otherwise this State suggests that the demarcation should be based upon the distinction between programmes of statutory responsibility and the rest. It is said that the former should be the concern

of the State Department and the latter should be the responsibility of the State Board.

This distinction was also made by the Study Team on Social Welfare and Welfare of Backward Classes and it is made at several meetings and conferences. There is, however, one aspect of the suggestion which is often overlooked. As was pointed out earlier, there are very few state laws which form the basis of welfare programmes. Many welfare measures owe their inspiration and allocations to administrative decrees or orders in pursuance of the fulfilment of constitutional directives or Plan policies. The welfare programmes for backward classes and scheduled castes, programmes for women and children, for the youth and the aged do not have a specific law governing them but funds for these are derived from tax resources. It was suggested earlier that by and large each social welfare programme should be backed by a law. Otherwise, the implementation of the suggestion by the Study Team as to statutory and non-statutory programmes would render the department anaemic and the Board expanded without safeguards about responsibility to the legislatures which vote the funds. We may here note another contingency. If all welfare programmes were backed by statutes, the field for voluntary organisation would become small. No doubt, there would always be ample scope for voluntary effort to express itself and expand its areas of operations either in new spheres or in some new aspects of old spheres. But this latter assumption presupposes dynamic leadership, imaginative resourcefulness and self-reliant resources for experimentation, innovation and expansion in the voluntary sphere of social welfare. These prospects seem to us to be very remote.

As already stated earlier the distinction between statutory and non-statutory programmes of social welfare is neither a tenable nor a valid distinction of jurisdiction or allocation of functions between the governmental and non-governmental organisations. In other view these matters were to be approached from purely objective criteria of competence for performance, rather than any *a-priori* considerations.

### *Status of the Central and State Boards*

The question of the status of the State Boards is unfortunately linked with the status of the Central Social Welfare Board.

The status of the Central Board is vague and ambivalent : the Chairman is a non-career but a whole-time servant of the Government. In this respect the status of the Chairman of the State Boards is different. The Central Board is regarded as part of the Central Government but is allowed to act with a considerable degree of flexibility. The State Boards are created by State Governments in consultation with the Central Board. Their relationship with the State Governments is not clear. The strength and status of the State Board is also closely tied up with the Central Board. Hence one State Directorate remarked :

“It is necessary for the purpose that the legal status of the Central Social Welfare Board is decided by the Ministry of Social Security (now Social Welfare) at an early date. The uncertainty about the future of the Board has affected the implementation of programmes to a certain extent.” Indeed one State Board suggested radical integration of social welfare subjects. The suggestion was “to make the implementation of the programmes more effective and comprehensive, the activities of all the departments carrying on social welfare work, such as Social Welfare, Agriculture and Community Development, Health and Education should be dealt with by one body, preferably non-official like State Social Welfare Advisory Board”. A slight variant of the above suggestion was contained in the following statement of another State Board : “A single agency, preferably the State Social Welfare Board, a Non-Governmental body, be entrusted with the sole responsibility of implementing all kinds of social welfare programmes in whole of the State whether sponsored by the Central Social Welfare Board or the State Government.”

### *Autonomy for the State Boards*

Answers to question 27 also indicate a similar trend towards greater autonomy for the State Board with legal status. One State Board replied : (a) and (e) (i.e., greater autonomy for State Board and strengthening the voluntary welfare organisations and making them responsible for implementation at the District and State levels) will help in evolving a uniform pattern of Social Welfare Administration. Measure (b) and (c) (i.e., merger

and re-organisation of Social Welfare Department) will convert social welfare programmes into departmental programmes, which will be stamped with routine procedures, red-tapism, etc. "The pioneering spirit and the capacity to inspire real social work can come only from voluntary workers. Measure (d) (i.e., to make Panchayati Raj institutions responsible for implementation of all social welfare programmes at block level) is not suitable as it involves election and implementation of schemes by elected party. The real social workers are not always local leaders and may not be able to win elections. Social Welfare Programmes have to be kept above party politics and entrusted to social workers."

The extreme views are: (1) abolition of the Board by merger with the Department, and (2) conferring statutory status upon the Board and making it responsible for all social welfare programmes at all levels whether sponsored by the State Government or the Central Social Welfare Board. The first view was shared by some Directors of Social Welfare and the second view was expressed by some of the chairmen of the State Welfare Advisory Boards. The respective differences in views of the two wings of social welfare could be attributed partly to the personal background of the incumbents of the office and partly to a mutual misunderstanding of each other's roles and procedures of work in social welfare. While the reference to personal background is self-explanatory, the mutual misunderstanding needs a little elaboration.

#### *Public-Private Sector Differences in Social Welfare*

The respective roles of Government and voluntary organisations in a welfare state are not well defined. In many States which are implementing welfare programmes, the Governments undertake social welfare programmes and voluntary organisations are also encouraged by grants, etc., to provide social welfare services on their behalf or independently in the traditional or new areas of social welfare. This is a new trend in many countries and it is becoming common. This trend does not by any means take away from the voluntary organisations their freedom for experimentation, flexibility in operation or campaigning for mobilisation of resources.

However, government departments which are accustomed to systematic work according to established procedures in a hierarchical organisation in an impersonal manner could not very often reconcile themselves to the apparently relaxed and flexible procedures in voluntary organisations. This is a great source of misunderstanding. On the other hand, voluntary organisations suffer from irritations and frustrations due to delays inherent in routine procedures. Among social welfare organisations in the voluntary sector, there is a tradition of providing service to suit individual needs without much attention to rules and precedents but this tradition comes into conflict with the tradition of government departments wherein rules and precedents form the basis of action.

When voluntary social welfare institutions receive grants from government departments but spend them in the same manner as they spend the funds raised through private donations, the voluntary institutions and the government departments get into trouble with each other and with the audit departments in Government and public accounts committees of the legislatures. There is need for understanding and appreciation of the traditions and viewpoints of each other and for making adjustments on both sides.

A large number of the non-official members of the Central and State Boards have their background in the private sector whereas the government officials are conditioned by public sector experience. These differences in the background explain the factors behind the two extreme points of view mentioned at the beginning. Neither view seems to offer a sound solution to the problem about the future pattern of organisation in social welfare at the State level. We have to discover a solution either in a modified form of the existing arrangement which is not wholly satisfactory or in some alternative form of organisation.

### *Reasons for Dissatisfaction with the Present Relationship*

The reasons for dissatisfaction with the present arrangement could be attributed to the following factors:

The Social Welfare Advisory Boards which were originally intended to help the Central Social Welfare Board in the administration of grants-in-aid programme and in the co-ordination



of social welfare programmes and stimulation of public interest and community effort in social welfare activities have also undertaken executive responsibilities by way of welfare extension projects, etc. With the establishment of Directorates of Social Welfare in almost every State there are two parallel State level organisations engaged in the same sphere with more or less similar functions, namely, execution of social welfare programmes, co-ordination of activities of welfare institutions and disbursement of grants to private institutions.

The existence of such parallel organisations need not be a source of irritation if the two derive their finances from different sources. Unfortunately, the State Welfare Boards make demands upon State resources by way of 50 per cent maintenance grants and 25 per cent project grants, the balance being met from the resources of the Central Social Welfare Board which gets its funds from the Central Government budget. In other words, the finances of the State Boards, for a large part, are derived from tax resources, whether of Central or of State Governments. Under these circumstances, the governments begin to feel skeptical about the special role and nature of the Boards. Though non-salaried workers form the top executive of the Board and they render honorary service, the element of voluntarism in respect of its organisation, function and resources, is negligible. This non-official element in the executive has been maintained in Madras Board, working under the Government. It continues to work in a two-fold capacity—as the limb of the Central Social Welfare Board and as part of the State Government.

While the above factors explain the dissatisfaction of the Government with the present arrangement, the Boards are equally dissatisfied with the present arrangement for two reasons : (1) The procedures of releasing grants, the conditions about matching grants, the requirements of book-keeping and audit for the Government funds, all these hamper the work of the State Boards. (2) The personnel employed by the Board at its headquarters or in the execution of programmes do not have the benefit of conditions of pay and service available for government employees and this affects their morale and as a result, the programme suffers.

The employees of the State Board in Maharashtra, we understand, get all the benefits of pay and conditions of service available for employees in Government. This example could be



followed in other States. This is one way out of one of the aspects of dissatisfaction of the State Boards.

The procedures need review in all departments and probably the implementation of the recommendations by the Administrative Reforms Committee in different States may improve the situation.

These two changes may bring about greater satisfaction in the existing relationship between the Boards and the Departments. But these changes do not answer the questions regarding the separate existence or merger.

### *Proper Roles of the Two Sectors in Social Welfare*

We have to approach the controversy about the continuation of parallel organisations from the standpoint of the need-fulfilment rather than the sources of finance. If the State Departments of Social Welfare could fulfil all the functions which the Boards are at present fulfilling without additional cost and with equal or better efficiency and enthusiasm, the case for merger of the Boards with the Departments becomes justifiable. If not, the case for merger becomes weak. About this matter there could be genuine differences of opinion. Even then, there would persist the perennial urge among private associations to give expression to the benevolent spirit of sensitive citizens in some form of social welfare needs which are not met by the State departments.

We feel that in the field of social welfare there is need and scope for both public and private welfare organisations to carry on activities without conflict and overlapping. At no time could the State wholly meet the social welfare needs of all the citizens in all localities. There may be healthy competition and rational complementarities in functions in serving a common purpose. The purpose is to awaken the consciousness of the people and activate the community at large to mobilise both tax and extra-tax resources in cash and in kind for collective action in the provision of goods, opportunities, institutions and services for the dependents, the destitutes, the disabled, the handicapped and the deviant individuals or groups. This, in our view, is the justification for the continuance of the parallel organisations at the State and other levels in the field of social welfare.

### *Need for a Federation of Voluntary Associations and a State Council of Social Welfare*

Having said so much we hasten to add that the State Social Welfare Boards (to use the expression suggested by the Study Team) should endeavour to promote federations of voluntary organisations in the different fields of social welfare. At present there are a number of associations, such as Association for the Blind, Association for the Deaf and Dumb, Association of Moral and Social Hygiene, etc., operating separately and running institutions which receive grants from the State Departments and State Boards. These separate subject-matter associations exist and operate without organisational relationship with the Boards. It is not suggested that these separate subject-matter voluntary associations should cease to have individual identity but all the State level voluntary associations should organisationally come together and operate as a federated body. Such a federation, no doubt, creates many tensions and frictions but those who are devoted to the common cause of social welfare should have the capacity and wisdom to unite organisationally and to pool community resources for serving those who need.

### *Different Types of Services*

It is, therefore, suggested that in addition to giving effect to the recommendations made by the Study Team on Social Welfare, the State Welfare Boards should endeavour to help form in every State a *Federation of Voluntary Associations*. Such a Federation, together with the nominees of the Department of Social Welfare and also the nominees of allied departments and some members of the legislatures, etc., should form a *State Council of Social Welfare* which meets once in a year to review the reports of the State Boards and State Departments of Social Welfare and of the different subject-matter associations. An annual review of social welfare activities of this kind at State level, and as would be suggested later, at the National level, serves as a forum for expression of fulfilments and frustrations as well as an exchange of experiences. Such annual reviews will have great educative value and in course of time may lead to a greater success in the mobilisation of community resources. This hope is likely to succeed to the extent to which the leaders and workers in the field of social welfare make

genuine efforts to devote themselves to stir the community at large into a new awareness and greater activity about promoting the welfare of its needy members.

### *Council vs. Commission*

Here we may draw attention to a proposal made in the Report of the Evaluation Committee on Social Welfare in Uttar Pradesh, 1961. The proposal related to the creation of a statutory Social Welfare Commission "in order to co-ordinate, integrate and supervise all social welfare activities in the State, conducted by official and non-official agencies". The Commission, according to the recommendations, should consist of fifteen members, with representation from the legislature, administration, social workers, voluntary social welfare organisations and experts. The Report did not mention the proportion of representatives from each group. Probably, the State Government fixes the proportion from time to time. The tenure of office of the members of the Commission would be three years and the State Government would nominate members other than the members of the legislature.

It would be of interest to examine the functions of this Commission and compare and contrast it with the Council suggested earlier by us.

According to the Uttar Pradesh Report, the Commission would have a non-official Chairman, paid or otherwise, and a Directorate for the implementation of its programmes with the Director of Social Welfare as the Secretary of the Commission. The functions of the Commission would be: (1) to advise the Government in the framing of the Policy and Programmes of Social Welfare, and (2) to supervise the implementation of that policy through the Directorate of Social Welfare. "The final authority in matters of policy and implementation of the social welfare programmes shall vest in the Ministry of Social Welfare" and hence the Commission will be responsible to the Ministry of Social Welfare in the execution of the programmes and policy of the State. It appears that the Commission would operate as an advisory body for the Directorate of Social Welfare.

A problem on which the Uttar Pradesh Report is ambiguous and evasive is the relationship between the State Social Welfare Advisory Board and the proposed Social Welfare Commission.

The Report starts with the proposition that, "in the opinion of the Committee, it would be desirable that the entire social welfare work within the State is entrusted to and carried on through the Commission". If this proposal is logically worked out, probably, it would mean the creation of a statutory board for social welfare like the Khadi Commission or Small Scale Industries Board, etc. But the Report conceives of the continuance of the Department/Directorate of Social Welfare and also of the State Welfare Advisory Board either as a sub-committee in respect of women and child welfare under the proposed Commission or "may continue to function as at present". Its recommendations merit attention so far as they refer to the creation of a cadre of "State Social Welfare Service"; but the recommendations about the Social Welfare Commission and its functions and relationship with the State Departments and State Boards need a more detailed enumeration.

#### *Differences between the Council and the Uttar Pradesh Commission*

Our suggestion as regards the formation of a *State Social Welfare Council* on federal principles differs considerably from the Social Welfare Commission suggested in the Uttar Pradesh Report. The Uttar Pradesh Report recommends the Commission to be statutory whereas we recommend the State Social Welfare Board to be made statutory. We suggest that the Board should take the initiative to bring together the various subject-matter voluntary associations into a federally organised *State Council of Social Welfare* which would be a forum of all social welfare agencies (governmental and non-governmental) for free discussion, communication and exchange of views, experiences and possibilities for better and further joint action.

The state branches of the Indian Conference of Social Work, up to a point could discharge these functions prescribed by us for the *State Council of Social Welfare*. In our view, however, the state branches of the Indian Conference of Social Work do not have the resources for effective contacts with the institutions. Consequently the deliberations of the Conference lack the sanctions for implementation. The deliberations of the state branches of the Indian Conference of Social Work may add to the knowledge on the subject but they do not leave much

impact upon the Governments. The state branches of the Indian Conference of Social Work may continue to function as forums for intellectual exchanges whereas the deliberations of the proposed *State Council of Social Welfare* would make a more business-like review like at a shareholders meetings of institutions and programmes.

We may also make it clear that, except in very rare and extraordinary cases, the re-organised State Social Welfare Boards will not undertake direct executive activity under its own auspices. It is our view that the State Social Welfare Board should act as the extended arm of the Central Social Welfare Board and probably of the State Department of Social Welfare in so far as it wants some programmes to be executed or institutions to be managed on behalf of the State Government. But otherwise the State Social Welfare Board will discharge all those functions as mentioned in the Report of the Study Team except that of administering the programmes of rural welfare projects. These have by and large been transferred to the rural local governments and the State Boards should confine themselves to directing, supervising, assisting and promoting social welfare programmes by voluntary institutions. It should not directly undertake execution of programmes. It would not on that account be advisory; it would be an organisation with administrative functions. These functions, however, would be restricted to direction, supervision, assistance, promotion, etc. In other words, its field personnel would not handle individual citizens as clients but it would get into touch with them through institutions receiving guidance or assistance from it. It would be an organisation of organisations rather than an organisation implementing a narrow sector of social welfare programmes.

## CHAPTER V

### ORGANISATION AT THE LOCAL LEVEL

From the study of social welfare organisations in the States, we find that the weakest link in the chain is the organisation at the local level. In question 12 we asked "Please give a precise and complete picture of the present organisational set-up of social welfare administration and the number of personnel employed at the following levels : (1) State, (2) District, and (3) Block." The replies to the questionnaire are given in a separate chapter. It will be noticed that there are two types of organisations at the local level. According to one, there are officers of the State Governments working at the district level under the administrative control of the Directorate and Department of Social Welfare. The other type is a product of the implementation of the scheme of democratic decentralisation with the establishment of the Panchayati Raj. Some of these functionaries work under the Zilla Parishads or Block Samitis. In the co-ordinated programmes, the Mukhya Sevikas, Gram Sevikas and Gram Lakshmis who were formerly under the State Social Welfare Advisory Boards now operate under the district and block institutions. The replies are annotated and given in the following paras.

#### *Differences among States*

In Andhra Pradesh, there are District Social Welfare Officers of the Tehsildar grade in Andhra Region and Deputy Collector grade in the Telangana Region. In the latter region, there are in addition, Social Welfare Officers of Tehsildar grade, Social Welfare Inspectors and Social Welfare Organisers and Samaj Sevaks. In Assam, there are ten persons at the district level but no classification is given. In Bihar, the Social Education Officers are re-designated as Social and Youth Welfare Officers. In Gujarat there are several social welfare institutions in different places in the districts and these are managed by different level officers but there are no separate social welfare officers at the

district level as part of the district administration. There used to be a cadre of Mukhya Sevikas under the Directorate of Social Welfare but these were placed at the disposal of the Panchayati Raj Institutions. The head office of the Directorate of Social Welfare in Gujarat, as in all other States, gives direction, guidance, etc., in all matters to the subordinate staff at the district or at other levels. Jammu & Kashmir seems to be unique in one respect. It has District Welfare Officers as well as Tehsil Welfare Officers. The latter also look after social welfare activities at the block level. In Kerala there are no district officers under the Social Welfare Department but the District Social Education Officers of the Education Department function as the District Officers in regard to women and children's programmes under the Director of Social Welfare. At the block level, the Mukhya Sevikas, Gram Sevikas and Gram Lakshmis serve as fieldworkers in women and children programmes and they are under the direct control of the Block Development Officer. In Maharashtra there is a District Social Welfare Officer in each district under the Zilla Parishad. There are also Social Welfare Inspectors. In addition to these, there are special officers or heads of institutions under different Acts or Programmes. For example, under the Probation of Offenders Act, one Chief Officer and one District Probation Officer is appointed at district level.

In Madras, it is envisaged that at the district level, "there will be a committee for the programme for women and children for each Development District". There will be a Departmental Officer for each revenue district. She will be *Ex officio* Secretary to the District Level Committees. The District Level Officer will be expected to tour the various Blocks and render necessary advice and guidance to the Women's Welfare Committees in the Blocks and Mukhya Sevikas and the Gram Sevikas. In carrying out this work she will work under the direction and guidance of the District Committee. At the Block level it is envisaged that there will be a Committee of the Panchayat Union and this Committee will be called the Women's Welfare Committee. "In every Development Block there will be one Mukhya Sevika and two Gram Sevikas. These personnel will be members of the Extension Service Establishment placed at the disposal of the Panchayat Union and will work subject to the normal day-to-day control of the Panchayat/Union Commissioner and the



general direction and guidance of the Women's Welfare Committee of the Panchayat Union." In Madhya Pradesh, there are gazetted officers of social welfare institutions at Divisional Headquarters and non-Gazetted staff in social welfare institutions. At the Block level there are Panchayat Extension Officers and male Social Education Organisers and Mukhya Sevikas. In the villages there are full-time and part-time Social Education Officers. In Mysore, there is no separate category of District Welfare Officers but there are officers at the District level under separate Acts like the Probation of Offenders Act, etc., besides the heads of institutions. In Punjab the Social Welfare Department does not have any officers at the District level but at the Division level, containing a number of Districts, Social Welfare Officer is appointed for the purpose of administration of grant-in-aid programme. The institutions run directly by the Government in mofussil areas are, as in other states, headed by Superintendents. The separate Scheduled Castes and Backward Classes Welfare Department has its own set-up different from the Directorate of Social Welfare. In Rajasthan, there are welfare officers for prisons and for probation work and there is no separate general category of welfare officers. In Uttar Pradesh also there is no separate category of welfare officers at the district level.

From the above account of social welfare organisation at the local level, two points emerge :

- (1) There is considerable difference in the organisation at the local level. Some States have a general category of district welfare officers whereas a great many States have only specific categories under specific Acts like the Probation of Offenders Act. The functions of the general categories of welfare officers are to be studied before we make any general recommendations about uniformity in appointment in different States. On the analogy of other departments like Education, Health, etc., we may recommend the appointment of a general cadre of district welfare officers for inspection, counselling, planning co-ordination, general supervision and extension work, in the field of social welfare.

- (2) The relationship of Panchayati Raj institutions to the State Departments and Directorates of Social Welfare is not clear. In some states like Andhra Pradesh, Maharashtra, etc.,



the subject of social welfare forms an integral part of the Panchayati Raj institutions and the officers' work under these institutions. In some States the scheme of Panchayati Raj or democratic decentralisation has not come into operation and as such the problem of relationship is, for the moment, not significant but when the scheme comes into operation, there is need for the application of some uniform principles to guide them in the matter. As such, the matter should be taken up with the concerned departments of the State Governments immediately.

### *Local Governments to be Spearheads of Welfare Activities*

One general principle could be stated here for consideration. The local government institutions are regarded universally as the most suitable institutions for the implementation of social welfare programmes because they operate in close proximity to and come into direct contact with the citizens. The operation of social welfare programmes by local government institutions would create a better image among the citizens, of Government in general and of local government in particular. All the programmes of social welfare under State auspices should therefore be operated through the local government institutions. Planning of social welfare services or programmes could also be attempted by these institutions in course of time.

There are, however, two types of hesitations to entrust social welfare activities to local government bodies. One type of hesitation arises out of the nature of the programmes and the other type arises from the possible impact of factionalism in politics upon the execution of social welfare programmes.

As regards the first, many social welfare programmes under Government auspices are concerned with the establishment and management of institutions under specific statutes or administrative orders and these institutions are under the direct administrative control of the Directorate of Social Welfare. Elected members of the Panchayati Raj institutions could be associated with the institutions by nominating them as members of advisory or special committees but the management of institutions need not be transferred to the local authorities.

As regards the second, the fear of petty factional spirit spoiling the execution of welfare programmes for personal political ends could not be minimized. But, in a scheme of

democratic decentralisation, fear of political pressures should not vitiate the entrustment of legitimate functions to the local authorities. Over a period of time, people and the elected representatives of these local democratic institutions could be trusted to place the promotion of the welfare of citizens above the pressures of narrow personal ends. Indeed, this kind of exposure is necessary in order to enable the citizens and their elected representatives to gain enlightened experience. This is the chief reason for the establishment and continuance of local self-government institutions. Even if these fears are there we should act with faith in the people to learn and to rise above these unhealthy practices in local government.

There, however, remains one clarification about the first point. It is true that at present many welfare activities under Government auspices are concerned with the management of welfare institutions or alternatively, with the distribution of grants-in-aid to voluntary institutions. But there are many programmes under community development, as well as, under many other welfare fields, such as child welfare, youth welfare, welfare of scheduled castes and backward classes, which are administered by separate officers under State Government auspices at the local level. The administration of these programmes could be entrusted to local government institutions and the State Government could direct its resources and personnel to work within the overall framework of the scheme of democratic decentralisation. The rural and urban local government institutions, could be encouraged to prepare plans, to initiate special programmes with subsidies from the State Government and to inspect the performance of aided welfare programmes carried on by voluntary organisations. All these, however, imply that the competence of the local government institutions, both in finance and in personnel, would be improved under the guidance of State and Central Governments.

### *Urban Local Governments and Social Welfare*

There is hardly any reference in the replies to the questionnaire about social welfare organisations in the urban local governments. Very few directorates of welfare seem to have bestowed any thought about the role of municipalities and municipal corporations in relation to social welfare in urban areas.

There is, according to the available knowledge hardly any municipal body, either mofussil or metropolitan, which has a social welfare department as part of its governmental set-up. There are, no doubt, maternity and child welfare activities carried out by rural/urban local authorities but there is no focus on social welfare as such by the establishment of a social welfare department.

Indeed there is a facile assumption that all the activities of the urban local governments are welfare based and as such there is no need for a separate social welfare department. This, in our view, is not at all a satisfactory approach because the welfare of citizens in urban areas is more complex than is imagined by persons in responsible positions in the local government institutions. Urbanisation and urban life is growing in our country and during this process it is easier for us to take up preventive as well as curative work so as to make urban community life more satisfying. The example of urban community life development in a few cities is encouraging but its precise relationship to the urban local governments and the place of social welfare activities in that movement, have to be carefully worked out by competent authorities.

At present, the impact of urban community development is very much pervaded by vague objectives and ambitious programmes whose impact is not easily seen or felt. Frustration is likely to overtake it in the same way as in the sphere of the rural community development. It is, therefore, better and easier to start with a separate department of social welfare in municipal government institutions and allow it to build up urban community development programmes from a position of strength, conviction, experience and resources.

#### *Need for Social Welfare Departments in Local Governments*

We suggest the creation of Social Welfare Departments in the local government institutions in both rural and urban areas. In the rural areas, there should be a Welfare Department at the Zilla Parishad and Block levels. We recommend the appointment of District Social Welfare Officer in each district and a Social Welfare Extension Officer at the Block level. At present in some states, the Social Education Officer is designated as a Social Welfare Officer. We are of the view that besides the

change of designation there must be a change of functions. This becomes possible only when the functions of a welfare officer are clearly defined and he is organisationally linked to the state level department of social welfare and at the bottom level to block extension activities with a clearly recognised status and secretariat assistance at the district level. Further, we also feel that wherever possible, a social work degree or diploma holder should be selected and appointed to this position. If such persons are not available, it should be possible to get them trained after careful recruitment. If that is also not immediately feasible, an attempt should be made to organise short-term courses in the nearby schools of social work for getting the district and block level social welfare officers oriented to the philosophy and techniques of social work.

Under the suggested pattern, it is quite possible that there may be a number of officials drawn from the Harijan Welfare Department into the Social Welfare Department at the district and block levels. Some method should be devised to integrate these two departmental officials with due consideration for seniority, competence, etc., and bring about a cadre of social welfare personnel.

### *Cadre of Social Welfare Personnel*

Here we may touch upon the issue of the creation of a cadre of social welfare personnel though it is strictly outside the scope of our study. The creation of a cadre is a difficult job but, in view of the expanding volume and growing importance of social welfare activities under Government auspices, the State Governments should create a cadre of social welfare personnel. It is necessary for the creation of a cadre to define the levels and the functions of the posts at each level. This is a necessary preliminary to make the functions of social welfare personnel more precise and concrete.

There are, however, some problems the solutions to which are to be found only in modifying and designing social work education courses and syllabi. For example, the State Governments may prescribe a degree or diploma in social work, an essential qualification for holding the post of heads of institutions or district welfare officers or block extension officers. A similar qualification may be prescribed by the State Welfare

Boards for its grants-giving or inspecting officers. Two problems arise here : (1) there are very few schools of social work which give a fullfledged bachelor's degree course in social work and the post-graduate degree or diploma holders would not be attracted for the posts at the block level or in the State Welfare Boards. (2) If the state or district level officers are highly trained and the lower level staff are untrained, the cadre suffers from a lack of viable support from them and a lack of proper communications in the two wings would lead to friction and recrimination, etc.

The absence of a cadre is responsible for the absence of undergraduate courses in social work and *vice-versa*. So, the State Governments and the schools of social work in each State or probably, the Union Government, the University Grants Commission, the Association of Schools of Social Work and the State Governments should convene a joint meeting to discuss common problems of creation of a Central and State Government cadre of social welfare personnel and the supply through schools of social work of the trained personnel for manning this cadre as part of each five year plan personnel requirements for social welfare. The Study Team on Social Welfare for the sub-group on Personnel of the Working Group on Social Welfare for the 3rd and 4th Five Year Plan used to work out the personnel requirements and training facilities needed for meeting these requirements but due to the low priority of social welfare and particularly, the personnel aspect of social welfare, there was hardly any progress in this matter. Reorganisation of social welfare departments would not have much impact unless its staffing pattern is properly thought out and executed. The point that an organisation could not be better than the capacities of its staff is a maxim but very seldom do organisational reforms make adequate provision for meeting properly the personnel requirements of an organisation so as to build into it the chief element of its success.

## CHAPTER VI

### GUIDE-LINES FOR RE-ORGANISATION

#### *Contemporary and Emerging Conditions*

The re-organisation of the pattern of social welfare administration is to be considered in the background of the contemporary and emerging conditions in India. These conditions could be summarised under the following heads:

(1) The size and diversity of conditions in India predispose it to be a federal state and whatever are the forces of centralisation or decentralisation, the Indian polity is bound to persist as some part of a federal polity. In a modern federal polity which is to be more co-operative in function than competing for power, the re-organisation should emphasise a certain coherence in thought and action between the federal and State Governments and between the national and state level voluntary organisations. The coherence does not imply a rigid uniformity and does not preclude the possibility of differences in conditions and aspirations paving the way for experimentation and distinctive patterns of growth. These are ensured under the second proposition below about decentralisation.

(2) The people and the political parties are all committed to a democratic form of government and administration. Democracy implies the utmost possible decentralisation consistent with the availability of resources and viability of institutions for execution. A second aspect of democracy is the utmost extension of opportunities to the public to participate in the formulation and execution of social policy and social welfare programmes.

(3) A third aspect of the background conditions is the socialist/welfare state goal outlined in the Constitution and adopted by the political parties. This implies that the emphasis in state policies would be upon a progressive provision of institutions and services for enabling people at large to have expanding opportunities for self-realisation and social well-being.

(4) A fourth condition concerns the adoption of planning as the means of achieving the welfare state goals. The process of planning is stabilised at the national level and there are proposals to strengthen it at the State and local levels.

(5) A fifth element in the situation refers to the nature of the economy and society that sets the soil for the growth of social welfare services. The economy is that of low-income and low-productivity and the society is traditional and passive. In a low-productivity economy, there are many needs simultaneously demanding enough allocation of scarce-resources. Priorities, therefore, have to be established and resources have to be mobilised and husbanded with the greatest resourcefulness. The organisation should make possible such mobilisation and utilisation of available or potential resources.

The traditional and passive nature of the society throws a heavy leadership responsibility upon the Government and administration to operate the institutions and services in such a way as to provide maximum satisfaction for the beneficiaries and, at the same time, stimulating among them an urge and a capacity to organise activities on a mutual basis to supplement the State services.

(6) A sixth basic factor about reorganisation of social welfare administration is the need to establish close partnership in planning and administration of social welfare services between voluntary and Governmental organisations. The voluntary organisations have long been in the field of social welfare and they possess certain advantages over Government in the provision of social welfare services. They, however, suffer from certain disabilities in the matter of attracting financial and personnel resources which have to be overcome before they could expect satisfactory performance from them. There could be two types of relationships between the two sectors in the field of social welfare which go a long way towards minimising the intensity of the above handicaps. These are:

(a) Agency Relationship:

In this relationship the voluntary organisation gets from the Government all the resources needed to execute a statutory or non-statutory programme for or on behalf of the Government; and



(b) Extended Arm Relationship:

In this relationship the voluntary organisations operate as pioneers and experimenters and maintainers of services in social welfare. The Government would give grants-in-aid to those programmes that are deemed to accelerate the process of implementation of an accepted social policy. But the voluntary organisations would have to mobilise non-tax community resources for all its activities which are not covered by grants-in-aid resources and to supplement them for extensions and innovations in services.

The activities of voluntary associations also need a viable rational organisation and administration so as to fulfil the demands of a modern complex society which is tending to be predominantly industrial and urban.

(7) There are large sections of population, such as scheduled castes and scheduled tribes, who suffer from centuries of social neglect and economic disabilities. There are also large groups of people described as backward classes whose backwardness is related either to caste disabilities or to economic and social backwardness. The welfare of these diverse and multiple communities of people is a special feature of social welfare scene in India. The promotion of welfare of these communities requires social reform approach in addition to the general social welfare approach.

*Some Principles for Uniform Observance*

If the above seven considerations are to govern the re-organisation of social welfare administration, we suggest the following guide-lines for uniform observance:

(1) Social welfare policies and programmes should not be determined either by *ad hoc* considerations or personal predilections but should be the result of mature deliberations leading towards the implementation of the four-fold policy of national development, namely, justice, liberty, equality and fraternity. These policies should be carefully worked out in detail and must be given proper legislative basis at the State and Union Government levels, through the *Social Welfare Council* at the respective levels suggested in this study. Over a period of time, we should develop a convention under which the *Social Welfare Council* would emerge as a forum for bringing about a convergence in



policies and programmes in the voluntary sector and between the voluntary and statutory sectors. In the absence of such a direction for social welfare policies and programmes extraneous considerations of a political or personal nature are likely to influence the development of a programme or the sanction of grants-in-aid. Deviations of this nature are likely to distort the growth of social welfare programmes to the detriment of implementation of an overall policy.

(2) There should be a coherence in organisation between the Centre and the States. For example, there should be a Ministry of Social Welfare in the Centre and correspondingly in all the States; the Central Social Welfare Board should have State Welfare Boards as its counterparts. Similar coherence in organisation could be worked out in other respects as between the Centre and the States.

(3) The functions of the organisation at the Union, State and Local government levels as well as at the corresponding voluntary association levels, which are so far determined by historical accidents or personality factors, should be subject to periodical reallocation, and review, on rationally determined principles of smoothness in operation and satisfaction in service.

### *Suggestions for Re-organisation*

(a) **National Level :** In the light of the above principles, the suggestions for the re-organisation of social welfare administration at the Union, State and local levels could be as follows :<sup>1</sup>

At the Union level there could be two possible alternatives.<sup>2</sup> The first alternative is to have a Deputy Prime Minister each for social and economic affairs and to regroup the existing ministries by placing them under the overall unifying responsibility of the respective Deputy Prime Ministers. Even then, there would be a need for the creation of a separate Ministry of Social Welfare and for bringing hitherto scattered aspects of social welfare under a separate Ministry.

<sup>1</sup> There are a few suggestions here in respect of the Union Government also. These suggestions are intended to indicate the need for coherence at different levels in Government and voluntary sectors.

<sup>2</sup> For further discussions see the author's article on "Social Administration at the Union Level", Indian Journal of Public Administration, Vol. V. No. 2, 1959.

If the creation of a Deputy Prime Minister and the unification of social affair subjects under the overall umbrella of the office of a Deputy Prime Minister is not considered feasible, at least, there should be a separate Ministry of Social Welfare; in it may also be placed the departments of Community Development (rural and urban) and the section of the Housing Department dealing with social welfare aspects. At present activities of the Union Government in these fields are located in other ministries without functional homogeneity. Housing and Community development have greater functional relevance and rational organisational links to social welfare than to the Ministry of Works or to the Ministry of Agriculture in which they are located at present. The transfer of these activities to the Ministry having as its subject-matter other social welfare activities outlined previously would make it viable and coherent from the standpoint of unification of policy and planning and co-ordination of activities.<sup>3</sup>

There are some who suggest that social security has greater kinship with social welfare than any other subject and, therefore, there should be a Ministry of Social Welfare and Social Security. However valid this view may be, it should be noted that social security schemes in India are, by and large, concerned with industrial labour today and they are bound to be so for a long time to come under the present approach. The social insurance subjects are better located in the Ministry of Labour and Employment than in any other ministry. But the old age assistance or pensions scheme could, as stated earlier, be in the Ministry of Social welfare.

The welfare of scheduled castes and backward classes should be located in the newly suggested Ministry of Housing, Community Development and Social Welfare rather than allow them to continue in the Ministry of Home Affairs.

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<sup>3</sup> The chequered career of the Department of Social Welfare at the Union Government level during the last four years illustrates the need for a more rational thinking on the subject. The Social Welfare Department was established in 1960 in the Ministry of Education. In 1964, it was located in the Ministry of Law. In 1965, it was made part of the Ministry of Planning and Social Welfare. The Minister for Planning could hardly devote much attention to Social Welfare. There is need for a separate Ministry of Social Welfare with allied subjects grouped together.

The rural and urban community development subjects should not be located in two different ministries. A single department should handle both aspects of community development under a single minister in close communication and collaboration with those departments or ministries concerned with the physical aspects of development. Community development finds greater affinity with social welfare than with any other ministry at the centre.

The Central Social Welfare Board should be made a statutory organisation with powers to dispose grants-in-aid, to experiment and enlarge the spheres of social welfare activities, and to enlist public participation and community resources for social development programmes.<sup>4</sup> It would be under the suggested Ministry of Social Welfare for purposes of accountability to Parliament but otherwise it will work as an autonomous body.

In the Planning Commission, as in the Union Government, there is need for a bifurcation of its activities into two main streams, namely, economic and social, each under a Director General working under the Deputy Chairman. The social wing of the Commission will prepare a co-ordinated social plan and integrate it in the national development plan after discussions with the Director General of Economic wing and the Deputy Chairman. The present exercises in sectoral plans on parallel lines do not yield the desired results because each sectoral plan is prepared without a full understanding or appreciation of the pre-requisites, complementarities and consequences in the other allied or affiliated sectors. All these should be brought and viewed and planned together.<sup>5</sup>

In addition to these organisational changes at the Union Government, there is need for the creation of a National Forum for Social Welfare consisting of all social affairs ministries and national level social welfare associations and members of parliament, academicians and social workers with appropriate sub-committees formed for an annual review of the social situation

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<sup>4</sup> For full discussions vide the Report of the Committee on Plan Projects, Study Team on Social Welfare and Welfare of Backward Classes and the author's article on the Status of Central Welfare Organisation in *Social Welfare* Vol X. No. 7, Oct. 1963.

<sup>5</sup> Vide the author's article "Changing Images of Development Planning" in *Social Welfare*, Vol. XIII No. 3, pp. 13, June 1966.

and trends in the implementation of social policy or social aspects of national development policy. This forum may be called *National Social Welfare Council*. At present, Indian Conference of Social Work has been serving some useful functions all these years but the pace and process of socio-economic developments in India call for a more well-knit organisation of academic and operating agencies to make a thorough review of social welfare activities.

(b) **State Level :** When we turn our attention from the Union Government to the State Government, we suggest three aspects of uniformity at the structural-functional levels:

(1) There is a need to keep separate the State and voluntary spheres of welfare activities with appropriate organisational links at different levels in different spheres.

(2) The present distinction between the Department in the Secretariat and the Directorate should be modified and the technically staffed Directorate should serve as the Secretariat to the State Government for social welfare matters.

(3) There should be a separate organisation for social welfare in each State with a viable support of properly staffed bureau for each one of the core programmes of social welfare. Additions to these bureaux could be envisaged but for each sphere of activity there should be a fully worked out staffing and budget pattern with supporting field personnel. Without such support in staff, resources and field level organisations, social welfare administration is becoming discredited and is identified with "tall talk" and "do little". The fate of the community development is likely to overtake social welfare if ambition without resources and enthusiasm without earnestness and efficiency in operation are allowed to pervade social welfare activities. For social welfare to create an impact, the State Governments should develop sound policy and efficient administration rather than have vague and ambitious programmes poorly executed.

With these considerations in view, it is suggested that there should be a Minister for Social Welfare with a technically competent Department/Directorate of Social Welfare in each State. There may be one Director with a number of Chiefs as heads of respective Bureaux. The dichotomy between policy and execution

is no longer tenable particularly in social welfare where objectives are well known but operational priorities and programme details have to be thoroughly worked out. For the latter purpose, the technical knowledge and experience of the professionally qualified Director are more helpful than the traditional secretariat outlook and practices embodied in the generalist Secretaries of a department.

Correspondingly in the voluntary sector, the State Welfare Boards should become a recognised (preferably under a statute as in the centre) body for channelling the grants and for directing the voluntary welfare activities.<sup>6</sup> Without such a unifying body each sectoral association in the social welfare field is likely to compete for recognition and assistance; and the pulls and pressures of personalities and their particular interests are likely to deflect resources and distort the balanced growth of social welfare programmes. It would be desirable if the State Social Welfare Boards promote, as suggested earlier, a Federation of voluntary welfare associations working in the States. This would facilitate distribution of grants and raising resources through appropriate techniques for distribution among the varied social welfare sectors. This trend is likely to develop provided the State Social Welfare Board acquires statutory status and is strengthened through proper recognition as the single grant-giving channel after rational assessment of current needs and available resources from tax and non-tax sources.

All these ideas become significant provided we are able to draw and maintain priorities in the functioning of the Social Welfare Department/Directorate. In our view the priorities in the functions of Social Welfare Directorate are as follows :

- (1) The implementation of social reform and social welfare legislation;
- (2) Securing effective co-ordination between social services, social welfare services and allied services administered by different departments;

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<sup>6</sup> If it is difficult to persuade each state government to enact a separate statute for creating a statutory Social Welfare Board, the Union Government could, in the central legislation, formalise the autonomous status of the Central Social Welfare Board and create State Boards on the analogy of the Regional Office under the Employee's State Insurance Act, 1948.

- (3) Operating various services;
- (4) Administering Grants-in-aid;
- (5) Securing publicity, public participation and promoting mutual-aid programmes in the community through the various media of communication and demonstration;
- (6) Planning, Research, Evaluation and Training.

The implications of each one of these functions could be worked out in detail but it is enough to state them in this way for the present. These are no doubt being carried out by the existing Departments of Social Welfare in one form or another but in view of the large variety of programmes undertaken in different States without enough specialisation in organisation or personnel, their impact is hardly visible. To prevent this unsatisfactory state of affairs in future, we suggest the following pattern of organisation for the different social welfare activities to be headed by specialists with adequate staff support after in-service training and special orientation training programmes. The Social Welfare Directorate should have the following specialised Bureaux :

- (1) Social Defence Bureau,
- (2) Bureau for the Welfare of the Handicapped,
- (3) Bureau for the Welfare of Women, Children, Youth and the Aged and the Family,
- (4) Social Development Bureau or the Bureau of Scheduled Castes and Backward Classes,
- (5) Bureau for Community Development and Promoting of Voluntary Action,
- (6) Grants-in-aid and Counselling Bureau,
- (7) General Administration and Accounts Bureau.

There will be a Director at the top. Each Bureau should be headed by a Chief of Bureau and supporting technical, inspecting and administrative staff. There are bound to be variations in the size of staff and nature of functions in each Bureau. The regrouping of the present functions and staff under the present arrangement need not give rise to many insoluble problems.

At the district level it is suggested that for carrying out social welfare activities there should be a District Social Welfare Officer.

In addition to the above there should be :

- (a) A State Social Welfare Council,
- (b) An Inter-ministerial Committee,
- (c) A Cabinet Committee, and
- (d) A District and Block Level Committee.

Details about these various bodies in the public and private sectors are given in the body of the Chapter.

A running theme underlying the present suggestions is to look at the beneficiaries in their family and community setting rather than look at each aspect as falling under the category of a delinquent individual or a fallen woman or an orphan child. More and more, the organisation of services should reflect the new ideas in the realm of social welfare, such as treating the citizens receiving non-institutional services from the Government as members of a family and community to which they should be restored.

It will be noticed from the above suggestions that the welfare of backward classes and scheduled castes is also grouped in one Bureau. This grouping may be regarded as overlooking the principles of span of control in public administration. These subjects are grouped together because these relate to some special services for those classes of people whose welfare involves (1) social reform work, (2) financial assistance work, and (3) economic uplift work. It is hoped that the Directorate of Social Welfare would be primarily engaged in executive programmes in the first two spheres and it gets economic uplift programmes executed through subject-matter departments. The last aspect involves specialised co-ordination technique to which the Directorate should pay attention more seriously in all its programmes and activities.

(c) **Local Level :** At the local level, re-organisation should proceed on the basis of bringing about greater integration between officers of State and the local government bodies. The endeavour should be to strengthen the rural and urban local government institutions. It is no doubt true that these local bodies today are very much effected by "political" factions and pressures which may adversely affect the smoothness in function and satisfaction in the provision of service. While noting this



phenomenon, it would not be wise to weaken the local government authorities by withdrawing one function after another from them by constituting separate subject-matter bodies or by directly entrusting the provision of services to state officers and thereby bypass the local authorities. With this idea in view, we suggest that in every zilla parishad and municipal corporation and municipality there should be a separate social welfare department whose task would be to activate the community to contribute and to make use of the services provided under Government auspices.<sup>7</sup>

At this level there is need to bring about a closer link between preventive, ameliorative and assistance services. As in education and health, so in the field of social welfare, there should be qualified officers and field staff attached to the zilla parishads and corporations. Social welfare has suffered in popular appeal because of neglect of viable organisations at these local government levels where people are more proximate and where they come into direct contact with the services of the Government.

At the block and municipal government levels there should be rationally constituted social welfare departments to carry out social welfare activities in the area under samitis and municipalities. The organisation and the staff here should be strengthened in such a way that the citizens get a unified view of the professional or referral services and also take advantage of the services through a single source. Co-ordination at this operational level becomes easier than at the higher levels provided the Directorate of Social Welfare is able to develop programmes that serve the needs and thereby mobilise the local communities for self-propelling activities. This type of action calls for imaginative communication and administrative leadership from the State level organisations.

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<sup>7</sup> It is suggested that the Department of Social Welfare should make a special study of organisation for social welfare in the countries of ECAFE region. The organisational and administrative experience of these countries has greater relevance for us in India than the experiences in advanced societies of Europe and America whose cultural roots and institutional histories are radically different from the developing societies.



### *Councils and Committees*

Besides internal re-organisation, it is suggested that there should be a *State Social Welfare Council* at the State level. This Council will be a review body. It will have representatives from various departments carrying on activities of social welfare significance, representatives of social welfare department, representatives from State Social Welfare Boards, representatives from State level voluntary organisations, academicians and social welfare experts. This review body is to meet once a year and review the policy and performance in the field of social welfare for the full year. This Council provides a kind of shareholders forum for frank discussion, exchange of information and sharing of experience by all the representatives. The idea behind the suggestion about the *Social Welfare Council* is to enable it to make a business-like review of the social welfare scene and stimulate public interest with the ultimate objective of mobilising the community for mutual-aid service functions.

Next to this *State Social Welfare Council*, there should be an Inter-ministerial Committee consisting of top-level representatives of Social Welfare Directorate and of other departments carrying out activities of social welfare significance. This Inter-ministerial Committee will be concerned with the co-ordination at the policy making and planning levels. It is suggested that representatives from the State Social Welfare Board should be full-fledged members of the Committee.

There should be an "Inter-departmental Committee" of the Social Welfare Directorate and other departments carrying out activities having a close relationship to social welfare programmes. This Committee would be concerned with co-ordination in programming and the execution of programmes. A co-ordinated execution of various social welfare programmes in the Government sector will be periodically scrutinised by this Committee. In this Inter-departmental Committee, the District Welfare Officers should also be invited for participation so as to communicate actual field experience. The lack of a direct and indirect means of a feed-back of secretariat and field experiences is a conspicuous weakness in the present organisation and administration of development programmes. This must be remedied.

It is suggested that at the municipal, district and block levels there should be Municipal/District and Block Level Mobilisation Committees. The functions of these committees will be: (1) to communicate to the public the social reform/welfare policies and programmes of the government, (2) to enlist the co-operation of the leaders/organisations and persons in various walks of life for successful implementation of social reform/welfare policies and programmes, and (3) to organise welfare weeks/days and to mobilise community resources in cash or in kind for social reform/welfare policies and programmes.

It is hoped that this committee will be broad based enough to consist of representatives of different political parties, trade unions, academic institutions, professional organisations, and social welfare organisations.

In making the above suggestions we are not unaware of the inertia and indifference of some of the existing councils and committees in fulfilling the expectations underlying their creation. Such a negative experience should not be a reason for the negation of the idea of a council as a stimulant to public participation. Examination of the inefficiency of the existing councils would reveal that the ineffectiveness of these councils flows more from the fear of insecurity of people at the higher levels in allowing them to function usefully than a lack of the zeal. This is an indication of deep-seated distrust of people due to a misuse of welfare bodies for political purposes. Unless the conflict or fear of competition for security in power is tempered by a spirit of emulation in service, the anaemia of organisations would continue alongside the affluence in verbosity and vagueness in ambitions.

### *Organisations to match Aspirations*

The object of the re-organised pattern of social welfare administration suggested here is to contain ambition within proportions and translate it into legitimate aspirations. If politics is the art of the possible, administration could be described as the art of the feasible, but there should be different channels in the organisation for permitting the vision of the idealists to flow into discussions at the policy-making levels. However, at the same time, the administrators should transmit a sense of realism and should transform the policies into operational

schemes with the available or potential resources. A promotion of interaction between the idealistic vision and an operation worthiness of a scheme so as to promote popular participation and efficiency in operation is the function of the proposed *Social Welfare Council* and Committees at different levels. We do not seem to be able to maintain the sharpness of operational tools at an optimum point at all levels, so as to cut through the maze of hardships to realise the objectives.

### *Organisation for Formulation and Periodic Review of Social Policy*

The principles that should guide the State in social sphere have been broadly outlined in the Constitution and their implications are explained in plans. The Five Year Plans also make provision for social services, social welfare, etc., but nowhere do we come across a coherent plan knitting together the objectives, the programmes and the provision at the district and the State Government levels. The Third Plan Mid-term Appraisal refers to lack of advance planning as a major cause of delays in implementation of social welfare programmes. We add that a lack of precise statement of social welfare policy and programmes in the Five Year Plans of the Centre and the states is also equally a handicap.

### *Committee on Social Services and Social Welfare*

Policy making is a function of several bodies. In a parliamentary democracy the party plays an important role in the formulation and communication of policy to the public at large. The legislatures, of course, are the major policy-deciding bodies. The initiative for the formulation of policies may be taken by the cabinets or planning bodies but the approval of the legislatures is needed for policy to become the basis of state programmes and services. At present there is hardly any evidence of interest in the parties or in the legislatures to think in detail and in a serious manner about the formulation, communication, review and revision of social/welfare policies except in terms of criticising the party in power about slow or poor implementation of objectives stated in the Constitution. This is hardly adequate for reaching the goals under the Constitution. It is, therefore,

suggested that the major political parties should have research wings in social affairs on the same lines as for economic affairs.

The legislatures, as was earlier suggested, should constitute special committees for reviewing the implementation of social policy directives and the functioning of departments directly concerned with social development. This committee on Social Services and Social Welfare Services would deal with services like health, education, housing, Community development, social security, and social welfare services. The Committee could be on the analogy of Committee on Public Enterprises in the Lok Sabha.

The functions of the research wings of political parties and of the Committee on Social Services and Social Welfare Services of the legislatures is to review and recommend steps for revision of social policy or more effective implementation of the social services and social welfare services.

### *Social Policy Resolution*

There are some who suggest the adoption of a comprehensive social policy resolution in the Union Parliament and in the State legislatures. The fundamental objectives are outlined in the Constitution. The detailed formulation and adoption of policy and a review of its implementation is necessary to the Parliament and the State legislatures. In doing this they would examine the strengths and weaknesses or achievements and failures in fulfilling the social policy objectives under the Constitution. Such statements of social policy by the Parliament and State legislatures and even at party conferences, would help to educate the public and renew the commitments of Governments.

### *Co-ordination*

The policy-co-ordination (or otherwise described as staff co-ordination), however, is more crucial at the cabinet or inter-ministerial levels. As early as in 1950, a U.N. document on "Methods of Social Welfare Administration" referred to the need and mechanism of staff co-ordination as follows: Ministries and similar organs responsible for administering various branches of social welfare activity may remain distinct, and subject to no common superior other than the top policy-making organs, such as the head of the government, the cabinet and the legislature ; yet

their separate and parallel actions may be co-ordinated under the influence of a kind of 'general staff'. This 'staff function' is discharged in various ways:

- (a) A research staff attached to the principal policy-making organs, in order to provide it with a factual basis for its deliberations and decisions;
- (b) Inter-departmental Committees; and
- (c) An Advisory or Consultative Body.

Barring the first, the other two are in vogue in India but with varying degrees of achievements in co-ordination. It is needless to go into the successes and failures of these bodies but undoubtedly the functioning of these bodies deserves to be strengthened and invigorated.

In addition to revitalising the organisation and functioning of the existing advisory or inter-departmental committees it is suggested that there should be an Inter-ministerial Committee at the Cabinet level with the Chief Minister as the Chairman of the Committee and Development Commissioner or the Chief Secretary of the Government as the Secretary of the Committee. The need for such a Committee could hardly be exaggerated. The Cabinet is the chief policy-making and administrative body. As such, the problems in policy and administration are better understood and resolved if the Finance Ministry, the allied social affairs ministries, such as Education, Health, Agriculture, Labour, Industries, and the subject-matter ministry, (*i.e.* the Social Welfare Ministry) iron out the controversial problems of resources, personnel and procedures implicit in co-ordinating the broad principles of social development. The details of co-ordination in execution become more simple if co-ordination is achieved at the policy, planning and programming stages at the top.

There seems to be some confusion in understanding the subject of co-ordination. This impression is gained from a few replies to question 10 (In what way co-ordination of the activities of the Departments concerned with Social Welfare programmes is ensured at the Department and field levels? Give details. Have you any suggestions to make for achieving better co-ordination). One Directorate has replied that "there is no need for co-ordination as the Directorate deals with all the activities." Another reply on the extreme side was that "since

the Development Commissioner is also the *ex officio* Director of Social Welfare, the necessary co-operation of all the units dealing with welfare activities is automatically secured". These two extreme views reflect an inadequate understanding and appreciation of the problems of co-ordination in the field of social welfare.

Some replies assume that if all social welfare activities are brought together under a single Directorate, the problem of co-ordination would be resolved.

This view is only partly correct because the intra-sectoral problems of co-ordination within the field of social welfare can be met under such an arrangement but the problem of co-ordination with the external departments and allied areas of social welfare would still persist. To solve the latter problems, some States have special co-ordination committees, interdepartmental committees, interlocking membership and exchange of information about programmes, grants, etc. These are the usual methods used for achieving co-ordination and these should be fully utilised.

We do not wish to give any elaborate suggestions about organisations for co-ordination partly because these are already contained in the suggestion of the Report of the Study Team and partly because of our conviction that there is far too much advice about co-ordination than actual practice in the field. Co-ordination, in our view, is something of a team spirit in action which flows if team spirit exists among the personnel working for the projects. This happens as a matter of course provided the personnel practice it whether or not there are organisational structures. If the team spirit is lacking, formal organisational provision could hardly inculcate the spirit. On the other hand, some capable persons could initiate and achieve co-ordination with or without provision of organisation for it. For these reasons we wish to restrain from making any suggestions other than those already made about co-ordination at the policy making and programming levels.

#### *Local Community Councils and Citizen Volunteers*

However, we wish to emphasise one other aspect, namely, the need for educating the community about social welfare and enlisting the co-operation of as many persons or groups of persons



as possible for honorary service in social welfare. If properly communicated and approached, the public is likely to co-operate more enthusiastically with different aspects of social welfare (of course different public respond in different degrees to the many programmes of social welfare). In Japan, for example, the system of Honorary Child Welfare Commissioners has brought the services of many private citizens for child welfare programmes to the local level. We suggest that at different levels the communities could be organised into local councils for different programmes. This should be done on the initiative of the local people though the suggestion may come either from the Government or from the State Social Welfare Board. It is needless to suggest any uniform pattern about organisation for mobilising public for co-operation. But we wish to draw attention to one significant observation by the Third Plan Mid-term Appraisal. It was observed that : "Over the years emphasis in voluntary service has been shifting from welfare in the limited sense of the term to realisation of broader social and economic aims". This is a healthy tendency from the standpoint of national development but from the social welfare point of view, in a developing society, there is need to enlist the co-operation of a large number of volunteer-citizen participants by enlisting the mass members of committees or boards or in fund-raising campaigns. Social welfare becomes more a movement than a mere departmental activity to the extent to which the State Departments and the State Boards shed their consciousness of office and spread the message of service. Thompson A. Victor identified that: "the most symptomatic characteristic of modern bureaucracy is the growing imbalance between ability and authority". Extending this analogy to the field of social welfare, we may say that a chronic dilemma in a welfare state is to devise ways and means for relating office and service. These devices and means are best achieved when active volunteer-citizen participation is secured through democratic decentralised government and administration. The distance between the citizen and the administration is the true barometer of the spirit and structure of a democracy. A government may fulfil all the formalities about the structural aspects of democracy ; but, if the rulers do not succeed in enlisting the co-operation of millions of citizens

particularly welfare programmes, the democratic institutions suffer and fade out of existence due to lack of vitality in them.

When, as a result of this official-non-officials interactions, a feasible programme of social welfare in the different areas is formulated, the Directorate, through its specialised bureaux, funnels it for operation through its own institutions, through the local government and voluntary agencies, to the field level in the form of information, skills, and services to the people. Social welfare here is conceived as a co-ordinated policy of reaching the people for what is called the "boot-strap" development, *i.e.* to organise themselves for mutual aid in the community and for joint endeavour by the community and Government at different levels.

Organisation for social welfare could not be expected to create conditions beyond its legitimate sphere and it could not bring about an economic prosperity or political stability except indirectly by stimulating self-help and mutual aid. For ills and evils attributable to primary poverty, such as destitution, unemployment, low wages, etc., we should look for a transformation of the economy and an equipment for better exploitation of natural resources rather than to social welfare projects. There is, in our present approach to social welfare, an attempt to combine the economic betterment aspects with social reconstruction aspects particularly in women's welfare and scheduled caste welfare programmes, within certain limits. Social welfare organisations, however, need not take upon themselves the responsibility of finding solutions to massive problems like poverty, unemployment, etc. They do not have the necessary competence, equipment or organisation for this overall development purpose. Those who are charged with the task of re-organising social welfare administration must identify the primary and subsidiary functions of social welfare directorates. The organisation should be geared to an efficient and satisfactory performance of their primary functions and of their secondary functions. A clear distinction of the legitimate field of social welfare from the accretions of *ad hoc* nature is a necessary prelude to a proper fulfilment of the responsibilities of social welfare organisation.



### *Conclusions*

When we circulated a draft of the proposals contained in this Report, we received some comments from some of the respondents to whom these draft proposals were sent.

One line of criticism was directed towards the possibility of bureaucratic extensions in the state field as a consequence of the many bureaux and committees recommended in the Report. A second line of criticism related to the relatively inadequate attention given to the details of organisation in the voluntary/private sector of social welfare. A third line of criticism was that every programme of social welfare need not be supported by an appropriate legislation, because there are many laws which remain un-enforced and the enactment of a statute is no guarantee for providing a viable organisation for its administration. We are thankful to the respondents for bringing to our attention the above points for fresh consideration. We are not unaware of the merits of the criticism detailed above.

As regards the first aspect of criticism, namely, the possibilities of expanded bureaucracy in the field of social welfare, this is very much in our mind. Nevertheless, we considered it necessary to suggest this pattern because we regard that social welfare is progressively becoming a specialised technical subject. It is, therefore, necessary to provide specialised organisations and trained staff for handling the social welfare programmes. As we become more industrially advanced and as our society becomes more urbanised or urban-oriented, the complexities of the problems in the field of social welfare are likely to increase multifold. In order to identify and forestall the complexities overwhelming the organisation, we have considered it necessary to provide for specialised organisation in order to keep track of the complexities and manage the rising demands upon scarce resources in the field of social welfare. We are hopeful that, with the improvements in the general administration contemplated under the reports of the various Administrative Reforms Commissions of State Governments and the Administrative Reforms Commission of the Government of India, we will be able to forestall the pathological aspects of the elements of bureaucracy invading the social welfare organisation suggested in the Report.

In respect of the second criticism, namely, the absence of detailed suggestions about organisations in the voluntary/

private sector, the omission is deliberate and purposeful. We felt that voluntary/private sector organisations must have the freedom to experiment and to devise an organisational pattern and framework appropriate for their needs and resources. It is our view that voluntary/private sector organisations should not be as rigidly bound by hierarchy and rules and procedures as a Government department because of differences in the fund raising and accountability procedures and activity stimulations. It is, however, hoped that voluntary/private sector organisations would, on this score, not allow their organisations to become less efficient or less competent in their work procedures and accountability responsibilities. Voluntary/private sector organisations hold as much trusteeship responsibility, for the funds they raise and for the activities that they perform, as any other Government organisation. This obligation is much more in the voluntary/private sector than in the Government departments. The greater the prestige of a voluntary/private sector organisation in respect of proper accounting for its finances and efficient performance of its functions, the better would be the prospects of voluntary/private sector organisations holding example to the Government departments. This would create a trust and confidence in the public and thereby the Government departments too would be coming forward to seek the help of the voluntary/private sector organisations. It is with this hope that we have deliberately left the details of organisations in the voluntary/private sector to be worked out on the basis of pragmatic experience rather than a *priori* considerations. We are looking forward to the day when voluntary/private sector organisations would be leaders in the field rather than be dependent upon the Government for being led by them.

The third line of criticism, namely, that every programme of social welfare undertaken by the Government need not be supported by legislation has great merit in it especially when the governments at different levels have been experimenting with introduction and operation of many social welfare programmes. During the period of experimentation, it is very difficult to wait until appropriate legislation is enacted. Nevertheless, it is our considered view that we have reached a stage of experimenting with social welfare programmes when it is necessary, particularly

in the field of public sector welfare programmes, to consolidate. In the matter of consolidation, there is need to provide a framework of legislation so that there is a clarity of purpose, definition of functions, creation of organisations, provision of personnel and resources for efficient execution of programmes. In this context, we are not unaware of the many examples of dead-letter legislation, particularly in the field of social reform. This is, however, no reason for discouraging us from giving legislative support to those welfare programmes which have come to be regarded as necessary and desirable from the standpoint of realising the objectives or the directives under the Constitution.

We also considered it necessary to introduce legislation with a view to educate the public and to involve the representatives of the public in the legislature in the proper fulfilment of the services and obligations under each social welfare programme. In the Report, we have made a suggestion for constituting a *Committee of Social and Social Welfare Services* on the lines of the Committee on Public Enterprises in the Lok Sabha. This Committee would have a relevance and a significance if it undertakes a review of the various aspects of the implementation of social welfare legislation enacted in each state.

We have also reached a stage where the Government should be very cautious in launching upon untried experiments in the field of social welfare. We are of the opinion that the Government should hereafter encourage, with financial and other assistance, experimentation about necessity or desirability of social welfare programmes by non-governmental organisations from the standpoint of the need-satisfaction of the people of an area.

Our experience during the last two decades shows that we should be very cautious in deploying our scarce financial and man-power resources in all fields in general and in the field of social welfare in particular. For this purpose, it would be desirable for the Government to entrust experimenting and pioneering work to competent voluntary organisations. When such experiments prove beneficial and when they stand the test of need-satisfaction, the Government could take them over or get them run on a large scale by non-governmental organisations with the support of adequate legislation. A properly formulated scheme of social welfare programmes supported by a viable

administrative organisation is necessary for efficient performance under the auspices of the Government. In the absence of these, the governments would be inviting more discredit than credit for their programmes. It is with these considerations in view that we have advocated the necessity for an adequate legislative support for the programmes that have stood the test of time, need and resources.

It is our hope that the proposals made in this Report would receive the earnest consideration of all interested in the social welfare programmes in the context of our national development endeavours.

## **PART II**



## CHAPTER VII

### STATE ORGANISATION

Following is a short account of the activities of Social Welfare Department/Directorates in the States, their organisational structure and various means employed for achieving co-ordination between Social Welfare Department and other Departments carrying on programmes of social welfare significance. This information was collected from the replies to our questionnaire from the States/Union Territories.

#### STATES

**Andhra Pradesh :** (Area : 2,75,243.41 Sq. Km.); Population: 3,59,83,447). The Directorate of Social Welfare implements social welfare programmes for the disabled and handicapped persons in general and for the welfare of scheduled tribes, scheduled castes, and other backward classes. These programmes include education, economic uplift, health, housing and other schemes, beggar homes, state after-care homes, orphanages and homes for the aged and the disabled.

There is also a Department of Women's Welfare which deals with special programmes for women and children like after-care homes, service-homes and district shelters for women.

The schemes relating to the scheduled tribes are being implemented by the concerned heads of departments like Director of Agriculture, Director of Public Instructions, Director of Medical Services, Director of Public Health, Chief Engineer Highways, Chief Conservator of Forests, etc., from out of the funds provided in social welfare budget.

Inspector General of Prisons is incharge of borstal schools and certified schools.

#### *Organisational Structure*

There is a Director of Social Welfare of the I.A.S. cadre and he is assisted by one Joint-Director (T.W.) two Deputy



Directors (Administration and Planning), two Assistant Directors and one Accounts Officer. The State is divided into two regions, Andhra Region and Telangana Region, and there are District Social Welfare Officers, Special Social Service Officers, Social Service Officers, etc.

### SOCIAL WELFARE DEPARTMENT

State Level		Director
		Joint Director (T.W.)
		Deputy Director (Administration)
		Deputy Director (Planning)
		Assistant Director
		Assistant Director Superintendents
Andhra Region		Telangana Region
District Level	District Social Welfare Officers (Tehsildar Grade)	District Social Welfare Officers
		Special Social Services Officers (Deputy Collector Grade)
	Revenue Inspectors	Social Service Officers (Tehsildar Grade)
		Social Welfare Inspectors
		Social Welfare Organiser
		Samaj Sevaks.

For co-ordination of activities of the Social Welfare Department with other departments carrying out social welfare activities at the secretariat and district levels there are Co-ordination Committees.

**Assam:** (Area: 2,03,398.37 Sq. Km.; Population: 1,22,09,330 including NEFA) There is a Directorate of Social Welfare which came into existence in April 1960 and it deals with child welfare, women welfare, welfare of the physically handicapped, social defence and public co-operation. The various schemes under the charge of the Directorate are children homes; bal bhawans; home for destitute women and helpless widows; state homes for male ex-convicts; state homes for rescued women from moral danger and correctional institutions; homes for beggar; borstal

and certified schools; protective homes; grants to welfare extension projects, grants-in-aid to voluntary welfare organisations; training in social welfare probation services, rehabilitation of discharged prisoners; research studies, training and pilot projects; central destitute home for displaced persons from East Pakistan; Lok Karya Kshetras (rural and nashabandi) ; Planning Forums, national consumers service; grant of cash doles to displaced persons living outside homes, infirmaries.

Education Department and Panchayat and Community Development Departments also handle social welfare schemes. These schemes are schools for the blind and child welfare demonstration projects respectively.

### *Organisational Structure*

There is one Director of Social Welfare and for administrative convenience he is declared as the *ex officio* Deputy Secretary of the Planning and Development Department which is the administrative department. The Director of Social Welfare also functions as the Director of Probation for the purpose of the enforcement of probation rules framed under the Central Probation of Offenders Act 1958. The Director is assisted by an Assistant Director who is also declared *ex officio* Special Officer, Planning and Development Department. There is also one Lady Special Officer for child welfare. At the District level there are District Officers like District Probation Officers.

**Bihar:** (Area: 1,74,007.76 Sq. Km.; Population: 4,64,55,610). The Directorate of Social and Youth Welfare came into existence with effect from 15th August, 1962. The Directorate deals with social education including audiovisual); public library service; cultural affairs; youth welfare; sports (other than those concerning schools and colleges exclusively); after-care programme for men and women; orphanages and widows' homes; education of the handicapped; social and moral hygiene; women and children welfare programmes, vigyan mandirs; assistance to indigent artists; arts and crafts.

Matters concerning the implementation of Suppression of Immoral Traffic Act and the Protective Homes are dealt at present by the Health Department.

### *Organisational Structure*

There is a Director of Social and Youth Welfare at the Directorate level and he also works as *ex officio* Secretary to the State Board of Cultural Education. There is a Deputy Director of Social and Youth Welfare (to be ordinarily filled up by a lady officer) and Assistant Director of Social and Youth Welfare. The Directorate of Social and Youth Welfare is under the direct administrative control of the Education Department. At the regional level and below, there are Regional Social and Youth Welfare Officers, District Social and Youth Welfare Officers and Lady Social Welfare Organisers. At the local level there are Block Education Extension Officers and the Gram Panchayat Supervisors.

#### DIRECTORATE OF SOCIAL AND YOUTH WELFARE

State Level	Director of Social and Youth Welfare		
	Deputy Director of Social and Youth Welfare.		
	Assistant Director of Social and Youth Welfare		
Regional Level	Regional Social and Youth Welfare Officers		
Local Level	Distt. Social and Youth Welfare Officers		
	Lady Education organiser	Block Education Extension Officer	Gram Panchayat Supervisor

**Gujarat:** (Area: 1,87,092.05 Sq. Km.; Population: 2,06,33,350). The Directorate of Social Welfare deals with welfare of children; welfare of women; youth welfare; social and moral hygiene and after-care programmes; welfare services for physically and mentally handicapped, social defence (care) programmes; implementation of Bombay and Saurashtra Children Act; implementation of Bombay Prevention of Begging Acts; implementation of Bombay Probation of Offenders Act; implementation of Suppression of Immoral Traffic in Girls and Women Act; welfare of prisoners; services for the aged and infirm; grant-in-aid to voluntary agencies; training and research in social welfare administration.

Work pertaining to children and women in rural areas in the development blocks is being handled through the Panchayati Raj institutions under the Rural Development Department of the State. The welfare of backward classes and tribes is looked after by a separate directorate formed recently.

### *Organisational Structure*

The Directorate is headed by Director of Social Welfare. Below him is Chief Inspector of Certified Schools and Institutions and there is an Assistant Director of Social Welfare-cum-Assistant Reclamation Officer, and Special Officer for physically handicapped. There are also Inspectors of Certified Schools, Women Inspectors, a Research Assistant-cum-Statistician.

#### SOCIAL WELFARE DIRECTORATE

##### Director of Social Welfare

##### Chief Inspector of Certified Schools and Institutions

Asstt. Director of Social  
Welfare-cum-Assstt.  
Reclamation Officer

Special Officer for Physically  
Handicapped

Inspector of  
Certified Schools

Women  
Inspectors

Inspector of Certified  
Schools

Asstt. Inspector  
of Certified  
Schools

Probation  
Officer

Asstt. Ins-  
pector of  
Certified Schools

Research  
Asstt.-cum-  
Statistician

At the field level for specific programmes Co-ordination Committees are appointed wherever necessary.

**Jammu and Kashmir :** (Area: 2,22,869.78 Sq. Km.; Population: 35,60,976, censused area only). There is a separate Department of Social Welfare which deals with women welfare; child welfare; social defence, e.g., prevention and treatment of beggars and vagrancy, probation services, welfare services for prisoners; social and moral hygiene and after-care programmes; grant-in-aid to voluntary organisations; welfare of physically handicapped, e.g., establishment of residential schools for the blind, establishment of home for the blind; training of personnel; supervisory staff.

Welfare extension projects are looked after by the State Social Welfare Advisory Board.

### *Organisational Structure*

There is a Minister in charge of Health and Social Welfare assisted by a Secretary (in charge of Health and Social Welfare), and the Director of Social Welfare Department. At the provincial level there are two Assistant Directors of Social Welfare, one for Jammu Province and another for Kashmir Province. At the district level there are District Welfare Officers/Social Welfare Officers. At the Tehsil level there are Tehsil Welfare Officers/Incharge, Community Centre/Superintendent, Cottage Industries Centres. Officers at the Tehsil level also look after the activities at the block level.

#### SOCIAL WELFARE DEPARTMENT

State Level	Director of Social Welfare	
Provincial Level	Asstt. Director (Jammu Province)	Asstt. Director (Kashmir Province)
District Level	District Welfare Officer/Social Welfare Officer.	
Tehsil Level	Tehsil Welfare Officer/Incharge Community Centre/Superintendent, Cottage Industries Centres.	
Block Level	No social welfare personnel at Block Level, Tehsil officers look after Block as well.	

At present the only other agency dealing with social welfare programme is the State Social Welfare Advisory Board. This Board implements Welfare Extension Projects in areas not covered by the Social Welfare Department and as such there is no overlapping. A high level Co-ordinating Committee with the Chief Secretary as Chairman has been constituted in the State for ensuring proper co-ordination of the programmes of Social Welfare Department with other departments.

**Kerala:** (Area: 38,867.59 Sq. Km.; Population: 1,69,03,715) The Department of Social Welfare was created in April 1963. The Department deals with women's and children's welfare.

There is a separate department called the Harijan Welfare Department for the welfare of scheduled castes and scheduled tribes and backward classes.

Social assistance scheme is administered by Board of Revenue.

Welfare of the handicapped is looked after both by the Education Department and the Social Welfare Department.

Social defence programmes are dealt with by the Prisons Department.

Integrated child welfare demonstration programmes and applied nutrition programmes are administered by Development Department.

### *Organisational Structure*

The Department of Social Welfare is now functioning with the Director of Social Welfare as the head of the Department and the two Deputy Directors of Social Welfare (one General and one Nutrition).

There are no District Officers under the Social Welfare Department. But the District Social Education Officers of the Education Department function as the District Officers as far as the women's and children's programmes of the block are concerned and these are under the general charge of the Director of Social Welfare.

At the block level women's and children's programmes are controlled and supervised by the Director of Social Welfare. The Mukhya Sevikas, Grama Sevikas and Gram Lakshmis are the field workers at the block level under the direct control of the Block Development Officer.

#### SOCIAL WELFARE DEPARTMENT

Director of Social Welfare

Deputy-Director  
(General)

Deputy-Director  
(Nutrition)

District Level

No District level officers under the  
Social Welfare Department

**Madhya Pradesh:** (Area: 4,43,458.03 Sq. Km.; Population: 3,23,72,408) The Social Welfare Department deals with women's welfare, children's welfare, welfare of the physically handicapped, social and moral hygiene, after-care, social defence, relief to

the displaced persons, welfare of non-student youth, public co-operation, research, grants-in-aid to voluntary agencies.

There is a separate Directorate of Tribal Welfare in Madhya Pradesh because of the enormity of the tribal population. That Directorate also deals with backward classes. Welfare services in prisons is with the Inspector General of Prisons. The Probation of Offenders Act is implemented by the Law Department.

### *Organisational Structure*

The Directorate is headed by the Director of Panchayat and Social Welfare. There are three Deputy Directors, one for office and general administration; one for social welfare and one for Panchayats. Under Deputy Director of Social Welfare there is an Assistant Director of physical welfare and an Assistant Director of women and child welfare; Deputy Director of Panchayats is assisted by Assistant Director. Then there are Divisional Panchayat and Welfare Officers and District Panchayat and Welfare Officers.

#### DIRECTORATE OF PANCHAYAT AND SOCIAL WELFARE

Deputy Director (Administration)	Administration Officer	Deputy Director Panchayat	Deputy Director of Social Education and Social Welfare
		Assistant Director Panchayat	
		Leprosy Welfare Officer	Assistant Director
		Assistant Director	Research Officer
			Research Assistant

Divisional Level	Divisional Panchayat and Welfare Officer Gazetted officers of Social Welfare Institutions
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District Level	Zilla Panchayat and Welfare officers. Non-gazetted staff of Social Welfare Institutions.
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Block Level	Panchayat Extension Officer Social Education Organisers
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**Madras:** (Area: 1,29,965.51 Sq. Km.; Population: 3,36,86,953)

There is no separate department of social welfare; but there is a Department of Women's Welfare and this department deals with women's welfare and the welfare of children. The other welfare programmes are implemented as explained below: Approved schools and vigilance homes are under the Approved Schools and Vigilance Department. Beggar homes are dealt by the Inspector General of Prisons. Director of Public Instructions deals with the handicapped. Director of Employment and Training deals with the rehabilitation of the handicapped. Director of Medical Services deals with the medical rehabilitation of the handicapped.

Other organisations working in the field of social welfare are: Rural Development and Local Administration Department and Women's Welfare Department. Recently the Women's Welfare Department and the State Social Welfare Advisory Board were merged together and the new body is called the State Social Welfare Board. The re-organised pattern as outlined in G.O.M.S. No. 1433 is given in Annexure IV.

**Maharashtra:** (Area: 3,07,268.33 Sq. Km.; Population: 3,95,53,718) The Department of Social Welfare came into existence in September 1957 as a result of amalgamation of the then two independent departments, viz., the Juvenile and Beggars Department and the Backward Classes Department. The Department of Social Welfare deals with (a) Welfare of backward classes consisting of scheduled castes, scheduled castes converted to Buddhism, i.e., Nav Buddhas, scheduled tribes living in and outside the scheduled or specified areas, and vimukta jatis and nomadic tribes, (b) Correctional administration programmes which include: (i) Implementation of the Bombay Children's Act, (ii) After-care of released children, (iii) Preventive and rescue work, (iv) Orphanages in Vidharbha Region, (v) Statistics of Children Act work, (vi) Shelter, protection, training and rehabilitation of the beggars coming under the provisions of the Bombay Prevention of Begging Act 1959, (vii) Education and rehabilitation of the physically handicapped, (viii) work relating to Suppression of Immoral Traffic in Women and Children Act and Probation of Offenders Act, (ix) Moral and social hygiene programmes for after-care and rehabilitation of inmates released from correctional

institutions, etc., (x) Grants-in-aid to the cultural institutions for encouraging various cultural activities.

Technically all the subjects fall within the purview of the Directorate of Social Welfare. However, some of the educational, agricultural, co-operative and public health schemes implemented for the welfare of backward classes are entrusted to the different departments concerned, *i.e.*, Director of Education, Director of Agriculture, Registrar of Co-operative Societies, Director of Public Health, Chief Conservator of Forests, Surgeon-General, the Government of Maharashtra.

### *Organisational Structure*

The Directorate of Social Welfare in Maharashtra is headed by a Director and there are four Deputy-Directors under him. One for Research Propaganda and Statistics, one for Sanitation and Scavenging Schemes, one for Education and Rehabilitation of the Handicapped and one for Correctional Administration. These Deputy Directors have under them Assistant Directors, Special Officers, etc. The Maharashtra state is divided into four divisions—Nagpur Division, Poona Division, Bombay Division and Aurangabad Division. All these four divisions are headed by Divisional Social Welfare Officers. In Nagpur and Aurangabad Divisions, there are Nomadic Tribes Welfare Officers and in Poona and Bombay Divisions there are Vimukta Jati Welfare Officers and besides these there are in these divisions Special Officers (sanitation and scavenging schemes), House Masters, Social Welfare Officers, and Inspectors of Certified Schools. At the District level there are District Social Welfare Officers.

#### DIRECTORATE OF SOCIAL WELFARE\*

##### Director of Social Welfare

Deputy-Director (R.P.S.)	Deputy-Director (S.S.S.)	Deputy-Director (E.R.H.)	Deputy-Director (C.A.)
Assistant Director Education		C.R.O. Inspectors	Assistant Director (J.B.)
Assistant Director (C.R.)			

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\*For abbreviations see next page.

Assistant Director  
(Planning)

Cultural  
Officer

Assistant  
Director  
(Begging Act)

Special Officers

Assistant  
Director  
(Recl. Office)  
Prob. Supdt.

Divisional and District Level	Nagpur Division	Poona Division	Bombay Division	Aurangabad Division
	D.S.W.O. N.T.W.O.	D.S.W.O. V.J.W.O.	D.S.W.O. V.J.W.O.	D.S.W.O. N.T.W.O.
	Special Officer (S.S.S.)	Special Officer (S.S.S.)	Special Officer (S.S.S.)	Special Officer (S.S.S.)
	House Master	House Master	House Master	House Master
	Social Welfare Officer	Social Welfare Officer	Social Welfare Officer	Social Welfare Officer
	I.C.S. (Jr.)	I.C.S. (Jr.)	I.C.S. (Jr.)	A.I.C.S. (Jr.)

#### ABBREVIATIONS USED

1. A.I.C.S. Assistant Inspector of Certified Schools.
2. C.A. Correctional Administration.
3. C.R. Co-operation and Revenue.
4. C.R.O. Chief Research Officer.
5. D.S.W.O. Divisional Social Welfare Officer.
6. E.R.H. Education and Rehabilitation of the Handicapped.
7. I.C.S. Inspector of Certified Schools.
8. J.B. Juvenile Branch.
9. N.T.W.O. Nomadic Tribes Welfare Officer.
10. Prob. Supdt. Probation Superintendent.
11. Recl. Officer Reclamation Officer.
12. R.O. Research Officer.
13. R.P.S. Research Propaganda and Statistics.
14. S.S.S. Sanitation and Scavenging Scheme.
15. V.J.W.O. Vimukta Jati Welfare Officer.

Quarterly meetings are held under the chairmanship of the Minister for Social Welfare to review the progress and thrash out the bottlenecks with a view to effective implementation of the schemes in all the Divisions of the State. These meetings go a long way to achieve the necessary co-ordination.

**Mysore :** (Area : 1,91,756.07 Sq. Km.; Population : 2,35,86,772) The activities of the Social Welfare Department are confined to the welfare of backward classes and delinquent children. The Department is called Planning, Housing and Social Welfare Department. The Probation and After-Care Services Department is a separate unit for which the Director of Social Welfare is the head of the Department in the capacity of *ex officio*, Chief Inspector of Certified Schools.

Probation and After-care Services Department deals with (1) Implementation of social legislation like the Children Act, Probation of Offenders Act; (2) Non-institutional services for the prevention of juvenile delinquency; (3) Social and moral hygiene and after-care programmes; (4) Aid to released prisoners; and (5) Financial assistance to voluntary organisations for developing their activities for the care and rehabilitation of socially, physically and mentally handicapped persons and the aged and the infirm.

Beggar relief is administered by a committee appointed by the Government, and Suppression of Immoral Traffic in Women and Children Act and Habitual Offenders Restriction Act are implemented by Home Department, and Education Department looks after the welfare of the handicapped persons.

### *Organisational Structure*

The Probation and After-care Services Department is headed by Chief Inspector of Certified Schools—Director of Social Welfare is *ex officio* Chief Inspector of Certified Schools. There is (Sr.) Inspector of Certified Schools. Below them are (Jr.) Inspectors of Certified Schools, Assistant Inspectors of Certified Schools and Probation officers.

At the District level (and the District level staff is directly under the control of Chief Inspector of Certified Schools) there are Superintendents in charge of certified schools, state homes, reception centres/district shelters and there are also Probation officers in charge of remand homes under Probation Act.

PLANNING, HOUSING AND SOCIAL WELFARE DEPARTMENT  
PROBATION AND AFTER-CARE SERVICES DEPARTMENT

Chief Inspector of Certified Schools  
(Director of Social Welfare as *Exofficio*)  
Chief Inspector of Certified Schools  
(Sr.) Inspector of Certified Schools

Inspector of  
Certified Schools  
Distt. Level

## Assistant Inspector of Certified Schools

**Certified  
Schools**

Remand  
Homes

**Industrial &  
Agricultural  
Settlement**

*State Homes*

*Office of  
the Regional  
Probation  
Superintendent*

Reception  
Centre/  
District  
Shelters

*Office of  
the  
Probation  
Officer*

*Office of  
the Liaison  
Officer*

Supdts.

Supdt.

Probation  
Officer

Probation  
Officer

Regional  
Probation  
Superintendent

Supdt.

Probation  
Officers.

Liaison  
Officer

Supdt.

Deputy Supdt.

Probation  
Officer

**Note:—**The Institutions and subordinate offices functioning in the various districts together with their staff are directly under the control of the Chief Inspector of Certified Schools.

**Orissa :** (Area : 1,55,859.21 Sq. Km.; Population : 1,75,48,846) In Orissa, there is no independent department for social welfare. Social welfare is dealt within the Community Development and Panchayati Raj Department. The Departments carrying out social welfare programmes in the State are Community Development and Panchayati Raj, Tribal and Rural Welfare, Education, Home and Cultural Affairs Departments and Labour Department. The welfare of women and children is looked after by the Community Development Organisation. The organisational set-up is as follows :

At the State level there are : one Deputy Director, Field Supervision and *ex officio* Deputy Secretary, one Assistant Director-cum-Under Secretary and one Special Officer, women's programmes, under the Director of Community Development, to look after women's and children's programmes.

At the district level the programmes of social welfare are supervised by the District Social Education Organiser.

At the block level there are Gram Sevika and Mukhya Sevika in-charge of implementing the programmes under the supervision of the Block Development Officer.

**Punjab :** (Area : 1,22,009.57 Sq. Km.; Population : 2,03,06,812) The Department of Social Welfare deals with (a) Child Welfare—Holiday homes, Bal Bhawans, Foster-care Services, Day-camps, 'teen' Tour Programmes, Shishu Grah, Financial aid to the children of widows; (b) Womens' Welfare—working girls' hostels, homes for widows and destitute women, financial assistance to the widows and destitute women outside government institutions; (c) Welfare of Physically and Mentally Handicapped—blind, deaf and dumb and orthopaedically handicapped; (d) Care of the Aged and the Infirm—home for the aged and infirm under old age pension schemes; (e) Social Defence—protective homes (S.I.T.) eradication of beggary, after-care programme ; (f) Welfare in the slum areas and of pavement dwellers—urban community welfare centres ; (g) Training, research and administration, training programmes, research-cum-information centre; (h) Grant-in-aid to voluntary welfare organisations; and (i) Welfare of Displaced Persons—homes and infirmaries, marriage grants, scholarship schemes. There is also a Department for the Welfare of Scheduled Castes and Backward Classes.

Other departments dealing with social welfare are :

Police Department	Children's clubs.
Education Department	Welfare of mentally handicapped.
Jails Department	Welfare services in prisons, Probation services for adult offenders.
Community Development Department	Integrated Child Welfare Programmes.
State Social Welfare Advisory Board	Welfare Extension Projects.
Community Development Department	Welfare of non-student youth .

### *Organisational Structure*

The Social Welfare Department is headed by the Director who is assisted at the headquarters by four Deputy Directors, viz., Administration, Social Defence, Child Welfare and Relief, and there is also a Research Officer. At the Divisional level which covers number of districts, Social Welfare Officer is appointed for the purpose of administration of grants-in-aid programmes. The Social Welfare Department does not have any officers at the district level. The institutions run directly by the Government in mofussil areas are headed by the Superintendents.

### SOCIAL WELFARE DEPARTMENT

#### Director

Deputy Director (Administration)	Deputy Director (Social Welfare)	Deputy Director (Child Welfare)	Deputy Director (Relief)	Research Officer
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Divisional Level      Social Welfare Officer for Administration of grants-in-aid

District Level      No Social Welfare Department personnel

Superintendents of institutions run directly by the Social Welfare Department in mofussil area.



Committees are constituted for co-ordinating the activities of the various departments.

**Rajasthan :** (Area : 3,42,266.43 Sq. Km.; Population: 2,01,55,602) The Department of Social Welfare deals with the social welfare programmes as well as those of welfare of backward classes. The main items are: welfare of women and children, youth welfare, welfare of old and destitutes (old age pensions), social defence programmes, probation services, programme of social and moral hygiene, welfare of backward classes, welfare of economically weaker sections of society, grants-in-aid to voluntary organisations, administration, co-ordination and research.

Other departments dealing with social welfare are :

Director of Primary and Secondary Education.	School for deaf, dumb and blinds.
Director of Medical and Health Department.	Treatment and rehabilitation.
Home Department.	Suppression of Immoral Traffic Act.
Jail Department.	Welfare of prisoners.
Local Self-Government.	Welfare of slums.
Labour Department.	Labour Welfare, Employment.
Rehabilitation Department.	Welfare of displaced persons.
State Insurance Department.	State insurance.
Medical and Health Department.	Family Planning.

### *Organisational Structure*

The Department is headed by a Secretary and below him are Deputy Secretary and Director of Social Welfare and below these are Deputy Director, Chief Probation Officer, Probation Officer, Lady Welfare Officer, Assistant Research Officer, Assistant Lady Welfare Officer. The State is divided into five divisions and in these divisions there are Probation officers, welfare Officers, etc.

## SOCIAL WELFARE DEPARTMENT

State Level	Director of Social Welfare (Head of the Department)			
Dy.-Director	Chief Probation Officer	Lady Welfare Officer		
	Probation Officer	Asstt. Lady Welfare Officer	Asstt. Research Officer	
Divisional & District Level	<i>Jaipur Division</i>	<i>Bikaner Division</i>	<i>Jodhpur Division</i>	<i>Kotah Division</i>
	Welfare Officer (Prisons)	Probation Officer	Welfare Officer (Prisons)	Assistant Lady Welfare Officer
	Superintendent Rescue Home	Superintendent Orphanage	Assistant Lady Welfare Officer	Probation Officer
	Superintendent After-care Homes	Probation Officer	Head Master (certified schools)	Assistant Superintendent District Shelter
	Assistant Superintendent	Assistant Superintendent District Shelter	Welfare Officer (Prisons)	
		Probation Officer Beggars Home	Superintendent After-care Home	

There is a Co-ordination Committee at the state level for co-ordination.

**Uttar Pradesh :** (Area 2,94,365.08 Sq. Km.; Population : 7,37,46,401) There was a separate Directorate of Social Welfare in existence from February 1955 to October 1962 ; thereafter this Directorate and the Directorate of Harijan Welfare were combined together to look after the work of various schemes of both the directorates. The new Department is called Harijan Tatha Samaj Kalyan Department and it deals with women's welfare schemes, training of V.L.W., (Gram Sevikas and Gram Laxmis) organisation of youth camps, children's home, home for orphans, and foundlings, demonstration project for integrated services for child welfare, implementation of probation schemes, implementation of schemes under the Uttar Pradesh Children Act, school for blind, deaf and dumb children, home for mentally handicapped, home for aged and infirm, scholarships to physically handicapped, work houses for beggars, home for burnt cases of leprosy, eradication of juvenile beggary, protective home under Suppression of Immoral Traffic in Women and Children Act, cash doles to displaced persons from East Pakistan, after-care homes, rescue homes, district shelter-cum-reception centres under social and moral hygiene and after-care schemes, grants-in-aid to voluntary organisations doing social welfare work.

### *Organisational Structure*

The Harijan Tatha Samaj Kalyan Department is headed by a Director and next to him is Deputy Director. The other personnel working in the Department are Chief Probation officer-cum-Assistant Director, Probation Officer and Additional Probation Officer, Reformation Officer, Honorary Judge, Honorary Director, Child Guidance Clinic, Superintendent Approved Schools, Assistant Superintendent Observation Home, Psychologist, Entertainment Officer, Instructor, Superintendent Beggar Homes, Principal—Deaf and Dumb Institute and Blind schools, etc. Then there is also Deputy Director (women) and below him/her are Youth Welfare Officer, Regional Asstt. Director, Chief Instructress, Assistant Development Officer, etc.

## HARIJAN TATHA SAMAJ KALYAN DEPARTMENT

## Director

## Deputy-Director

	Chief Prob. Officer cum-Asstt. Director		Dy. Director	
Prob. Off. & Addl. Prob. Off.	Reform Officer	Hon. Judge	Y.W.O.	Reg. Asstt. Dir.
	Hdqr.			Chief Instructress
				*I.S.C.W.D.P
Hon. Dir. C.G.C.	Supdt. A.S.	Asstt. Supdt. O.H.	Asstt. Dev. Off. on P.B. Sevika	Asstt. Instr.
Psychologist	Entrmt. Officer			
Supdt. Beggars Home	Asstt. Dir.	Principal (D & D.I. & B.S.	Lady Doctor	Asstt. Dev. Off.
Supdt. -S.A.C.H. -Protective -Home	Rescue Officer	Asstt. Supdt. Distt. Shelter		Asstt. Dev. Off.
-Children Home				Asstt. Dev. Off.
-Rescue Home				Asstt. Dev. Off.

\* The administrative control in respect of the above posts has been transferred to the Planning Research and Action Institute, Lucknow and the expenditure is borne on the budget of this Department.

In addition there are District Harijan and Social Welfare Officers in districts, they are, however, paid from the Harijan Welfare Budget.

#### ABBREVIATIONS USED FOR THE ORGANISATIONAL CHART

1. Addl. Dev. Off. (Additional Development Officer)
2. Asstt. Dev. Off. (Assistant Development Officer)
3. Asstt. Dev. Off. (Assistant Development Officer on Planning Budget)
4. Asstt. Supdt. (Assistant Superintendent, Observation O.H. Home)
5. C.G.C. (Child Guidance Clinic)
6. Entrm. Off. (Entertainment Officer)
7. Hon. Dir. (Honorary Director)
8. I.S.C.W.D.P. (Integrated Services Child Welfare Demonstration Project)
9. Principal (Principal Deaf and Dumb Institute and D&D.I. & B.S. Blind School)
10. Prob. Off. (Probation Officer)
11. Prob. Off. and Addl. Prof. Off. (Probation Officer and Additional Probation Officer)
12. Reform Off. (Reformation Officer)
13. Reg. Asstt. Dir. (Regional Assistant Director)
14. Supdt. A.S. (Superintendent Approved Schools)
15. St.pdt. S.A.C.H. (Superintendent State After-Care Home)
16. Y.W.O. (Youth Welfare Officer)

West Bengal : (Area: 33,829 Sq. Miles ; Population : 34.93 Million). In West Bengal the Social Welfare Department was established in October 1956 as a branch of the Home Department in order to examine various problems of social welfare. The Home (Social Welfare) Department was headed by Director of Social Welfare who was also Joint Secretary, Home (Social Welfare) Department. The Social Welfare Directorate was constituted as a separate Directorate in November 1962 to implement the plans and programmes approved by the Home (Social Welfare) Department. Prior to this date the Secretariat and the Directorate were joint office.

The Social Welfare Directorate deals with various social welfare programmes such as social defence, women welfare, child welfare, welfare of the handicapped, grants-in-aid,

training, surveys and research. The Directorate administers the following Acts :

- (i) The West Bengal Children Act, 1959.
- (ii) The Women and Children Institutions (Licensing) Act, 1956.
- (iii) The Suppression of Immoral Traffic in Women and Girls Act, 1956.
- (iv) Bengal Vagrancy Act, 1943.
- (v) Dowry Prohibition Act, 1961.

### *Organisational Structure*

The Home (Social Welfare) Department is headed by the Director of Social Welfare and is being helped by one Deputy Director and one Chief Inspector-cum-Assistant Director. She is Chief Inspector under the Women & Children's (Institutions) Licensing Act. There is no inspectorate. One Lady Social Worker is attached to the Headquarters office and she, does miscellaneous inquiry work.

HOME (SOCIAL WELFARE) DEPARTMENT  
Director of Social Welfare  
Deputy Director  
Chief Inspector-cum-Assistant Director  
Social Worker.

In December 1955 the Governor appointed a committee designated as the "Social Welfare Committee" with the Chief Minister as its chairman and 10 other members both officials and non-officials to advise Government about the formulation of social welfare schemes. The Committee was renamed the "State Social Welfare Committee" in November, 1956 and two representatives of the West Bengal Social Welfare Advisory Boards were also appointed as members of the Committee in order to ensure better co-ordination in respect of the activities of Government and the Board in the field of social welfare.

### UNION TERRITORIES

#### *Introduction*

The terms of reference of the study included Union Territories besides States. The information collected from the Union Territories leads us to think that these territories could be divided into the following categories : (1) Delhi, Himachal

Pradesh, Goa and Pondicherry are more or less like other States even though they are described as Union Territories.

Other Union Territories like Dadra and Nagar Haveli, and the island territories are either small in size and dispersed in population or they are so unique in their physical and socio-economic characteristics that we need not consider the application of uniform pattern to them. The unitary pattern of administration there probably could handle the social welfare problems in the early stages of development.

By and large, the uniform pattern suggested for the States would apply with equal force to the Union Territories like Delhi and Himachal Pradesh. In Himachal Pradesh probably there could be certain modifications because of the dispersed distribution of population over a wide-spread area but the inclusion of certain parts of divided East Punjab may somewhat change the complexion. In any case, the organisational pattern would not be affected as much as the staffing and resource distribution pattern.

Delhi enjoys some special advantages. It is the capital city. It is in close proximity to the Department of Social Welfare of the Union Government. Many national voluntary organisations have their headquarters in Delhi. With all these advantages it should be possible to initiate many experiments and start model programmes by the Government and voluntary bodies. The Delhi Directorate started with a trained and experienced person as its first Director of Social Welfare. This was hailed as a healthy start but after the term of service of the first Director was over, the Development Commissioner has become the *ex-officio* Director of Social Welfare. The positions below him are often held by trained and experienced persons, but regrettably enough, much attention is not given to the proper staffing of the Directorate. Delhi should lead the way in the matter of social welfare organisation. What it should be, how it could be modified are matters of detail. The recommendations made for other State Governments apply to Delhi with equal force.

A short descriptive account of the organisational position as it prevails in Union Territories is given below. This account is based on the information supplied by the respective organisations.

**Dadra and Nagar Haveli :** (Area : 488.96 Sq. Km.; Population : 57,963) There is no separate Directorate of Social Welfare.

The Tribal Development Block handles the work of social welfare. In addition there is a project implementing committee for the welfare of women and children.

This being Union Territory there is nothing like organisational set-up of state, district and block. But there is only one block in the territory. The Block is under the control of the Administrator of the territory and under the Ministry of Home Affairs and Community Development directly.

In Tribal Development Block, the personnel from various departments are working and Block Development Officer is the co-ordinating executive officer. At administration level co-ordination meetings are held at regular intervals and the work is said to be going on nicely.

The Tribal Development Block deals with community development programmes. Block was started on April 1, 1963 with a budgetary provision of Rs. 44 lakhs for a period of five years.

**Delhi :** (Area : 1,483.05 Sq. Km.; Population : 26,58,612) There is a Directorate of Social Welfare which deals with child welfare including implementation of Children Act 1960, anti-begging work, probation services, after-care services (after-care home for boys and women), services for the physically handicapped (school for the deaf and dumb, school for mentally retarded persons and training-cum-production centre), anti-leprosy work, reclamation of habitual offenders, prison welfare, strengthening of voluntary institutions through grants-in-aid.

There is a separate Harijan Welfare Board for Harijan welfare and the welfare of scheduled castes.

### *Organisational Structure*

The Directorate of Social Welfare has a staff consisting of one whole-time Joint Director, an Assistant Director of Social Welfare, an Administrative Officer and a Planning Officer. The Development Commissioner is the *ex officio* Director of Social Welfare. Institutions run by the Directorate are in charge of separate Superintendents or Principals, as the case may be, who are all gazetted officers. Probation scheme is looked after



by the Chief Probation Officer and he has a staff of 24 Probation Officers under him.

#### SOCIAL WELFARE DIRECTORATE

Director of Social Welfare

Joint Director of Social Welfare

Assistant Director of Social Welfare

Administrative Officer

Planning Officer

Chief Probation Officer

Probation Officers

Superintendents, Principals.

Since the Development Commissioner is also *ex officio* Director of Social Welfare the necessary co-operation of all the units dealing with welfare activities in general is automatically secured.

**Himachal Pradesh** : (Area: 28,194.60 Sq. Km.; Population : 13,51,144) The Directorate of Welfare deals with (a) social and moral hygiene and after-care programmes—women welfare, child welfare, physically handicapped, grants-in-aid, relief to old and infirm, training, etc ; (b) social defence—probation service and protective homes, etc.

Directorate of Welfare undertakes social welfare programmes along with programmes for the welfare of backward classes.

#### *Organisational Structure*

At the state level, the Secretary (welfare) is also Secretary (social welfare) to Himachal Pradesh Government and the Director of welfare is also the Head of Department for social welfare schemes. The implementation of most of the social welfare programmes particularly : (i) State Home, (ii) Welfare extension centres, (iii) Bal and balika Ashrams, (iv) Shishu Kalyan Kendras, (v) Destitute homes, etc., has been entrusted to the State Social Welfare Advisory Board and the Government provides contributory share. To provide close co-ordination, the Director of Welfare is member—treasurer, and the Development Commissioner-cum-Secretary (welfare) its member. The managing committee for various institutions have been constituted, at the field level, the District Welfare Officers provide all facilities and supervision to social welfare programme. The Secretary (welfare)

being Secretary of various other concerned departments, the co-ordination is said to be satisfactory.

**Laccadive, Minicoy and Amindivi Isles.** : (Area : 27.87 Sq. Km.; Population : 24,108) There is no Directorate of Social Welfare.

Education Department looks after social welfare programmes, *viz.*; promotion of girls' education, welfare of women and children and supply of uniforms to school children.

Being a small territory, any lack of co-ordination is not experienced.

**Pondicherry** : (Area : 472.51 Sq. Km.; Population: 3,69,079) Directorate of Social Welfare started functioning in 1964 and it deals with ; women's and children welfare—service home for women destitutes, children's home, balwadis and creches, integrated child welfare project, social defence (care) programme—maintenance of observation homes, approved schools, children's homes, probation work, homes for treatment of women delinquents, beggar homes ; welfare of the handicapped—homes for orthopaedically handicapped, homes for aged and infirm, financial assistance to aged and infirms, maintenance grants to welfare organisations, grants for public co-operation schemes.

### *Organisational Structure*

At the State level only a Director with a nucleus office staff consisting of one upper division clerk, typist and peon has been appointed to form the Directorate of Social Welfare. There is no district level administration here. The block level administration has not been co-ordinated with social welfare administration at present. The State consists of 4 regions, *viz.*, Pondicherry and Karikal, Mahe and Yanam. The Pondicherry and Karikal are enclaves of the Madras State, Mahe and Yanam are enclaves of the Kerala and Andhra States respectively. No difficulty in co-ordination is felt at present.<sup>1</sup>

### STATE SOCIAL WELFARE ADVISORY BOARDS AND THEIR RELATIONSHIP WITH THE SOCIAL WELFARE DEPARTMENTS/DIRECTORATES

The State Social Welfare Advisory Boards were set up a year after the establishment of the Central Social Welfare Board

<sup>1</sup>The information about other Union Territories is scanty and inadequate and therefore not given here.

in 1953. There has been a uniform pattern and organisation about these Boards. Therefore, it was not considered necessary to give a State-wise account of the Boards and their functions.

The State Social Welfare Advisory Boards are constituted by the State Governments/Union Territories in consultation with the Central Social Welfare Board. The membership of the Board also is decided by the two agencies in consultation with each other. The Chairman of the Board is, by convention, a non-official appointed by mutual agreement between the Chairman, Central Social Welfare Board and the State/Union Territory Government. Normally, the Board consists of a representative from each District in the State. In addition, representatives are chosen from University Departments/School of Social Work, from officials representing Departments dealing with Health, Social Welfare/Women's Welfare, Education, Community Development, etc. There is also a representative from the State Legislature. Half the members, excluding the Chairman, are nominated by the Central Social Welfare Board and the other half by the State Government. The term of office of the Chairman is of two years' duration, and he/she holds office for a period not exceeding 2 terms consecutively. In exceptional cases, however, this is relaxed.

The Board has, as its office bearers, Chairman, Vice-Chairman and a Treasurer, the latter two being elected from among the members of the Board.

The functions of the Board are as follows :

- (i) to act as media for exchange of information between the field and the centre and *vice-versa*;
- (ii) to invite, receive, examine and recommend to the Central Social Welfare Board applications for grant-in-aid from voluntary welfare institutions under different programmes;
- (iii) to supervise and report on the working of the institutions/projects to the Central Social Welfare Board ;
- (iv) to advise and assist the Central Board in sponsoring new welfare programmes and activities wherever they are needed within their States ;
- (v) to co-ordinate the welfare and development activities undertaken by the various Departments of the State Government with a view to avoiding duplication ;

- to the fulfilment of these objectives ;
- (vii) to promote the growth of voluntary social welfare agencies, with special reference to development of welfare services in areas uncovered at present ;
  - (viii) to assist Central Social Welfare Board in the provision of a field counselling service for aided agencies ;
  - (ix) to administer the programmes of rural welfare projects ;
  - (x) to stimulate effective co-ordination among voluntary welfare agencies at the State and local levels ; and
  - (xi) to assist the Central Social Welfare Board and the State Government in the further development of welfare services.

The Board also has a Standing Committee consisting of the Chairman, Vice-Chairman, Treasurer and one more member of the Board. The Standing Committee looks after the management of all the affairs and funds of the Board within the limits and directions prescribed by the Board. The Board may constitute other Standing Committees or *ad hoc* Committees or Sub-Committees or panel of experts to deal with specific problems or for specific purposes. The Board has also the powers to appoint persons to posts sanctioned by the Central Social Welfare Board on terms prescribed by the Central Board. The Board may, by resolution, delegate to the Chairman or the Secretary powers for the conduct of its business but the actions taken in pursuance of these delegated powers are subject to confirmation of the Board's meetings. The quorum for the Board is prescribed as one-third of the members of the Board, and the Board shall meet at least four times in a year after giving 10 days' notice for an ordinary meeting and 5 days' notice for an extraordinary meeting.

The programmes of the Board generally consist besides giving grants-in-aid, of running of condensed courses for education of adult women, socio-economic programmes, urban welfare extension projects, night shelters, holiday homes, Balwadis, Balsevika training, etc. An analysis of the replies from the State Social Welfare Advisory Boards shows that these Boards specialise in providing welfare services for children, for women, for the handicapped, for the aged and infirm, for persons released from correctional and non-correctional institutions, for patients

different State Boards have been specialising or devoting attention to different programmes with a different emphasis, depending upon the local conditions and circumstances. In some States, for example, there are programmes for the welfare of jawans and welfare work in Gramdan villages.

It will be seen from the above description that the relationship between the State Social Welfare Advisory Boards and the State Directorates/Departments of Social Welfare also fall into some kind of a uniform pattern. They are constituted by the State Government but in consultation with the Central Social Welfare Board. They also have representatives of Departments of Social Welfare and allied Departments as members of the Board. They also derive some financial assistance from the State Governments.

However, we find that one of the functions enumerated relates to the co-ordination of the welfare and development activities undertaken by the various Departments of the State Government with a view to avoiding duplication. This is a function which is discharged with different degrees of success in different States. In the Union Territories particularly, the degree of success in co-ordination is better achieved than in the States in general because of the compactness of size and close ties between the Administration and the members of the Social Welfare Advisory Board. After the introduction of Panchayati Raj in different States, function No. (ix), namely, administering the programmes of rural welfare projects by the State Welfare Advisory Board, has also become a less significant function in view of the transfer of these programmes to the Panchayati Raj institutions. Its other functions, however, particularly assisting the Central Social Welfare Board, by advice and actions on behalf of the Board, still continue to be important. A study of the membership of the State Social Welfare Advisory Boards conducted by the staff of the Central Social Welfare Board brings out the fact that by and large, the majority of the members of the State Boards are not full-time. A large number of them are in the age group of 31-50 years. A large number of the members also have Graduate or Post Graduate education. Most of the members had experience of working in the field for more than a decade. Majority of them are interested in child welfare and women welfare.

# ANNEXURE I

## RECOMMENDATIONS

### UNION LEVEL

#### *Policy*

The adoption of social welfare policies and programmes should be the result of mature deliberations leading towards the implementation of the four fold policy of national development, namely—justice, liberty, equality and fraternity. These policies should be carefully worked out in detail and must be given proper legislative basis at the State and Union Government levels, through the Social Welfare Council at the respective levels suggested in this Report.

The approach to social welfare organisation and administration should be conceived and operated on rational principles of legislation and management and there should be a compact organisation for social welfare at the national, regional and local levels in both public and private sectors.

There should be a National Forum for Social Welfare consisting of representatives from all ministries carrying out programmes of social welfare significance and national level social welfare associations, members of parliament, academicians, and social workers.

Appropriate committees and sub-committees should be constituted by this National Forum for an annual review of trends in the implementation of social policy or social aspects of national development policy.

For innovation and experimentation, the Government departments should select and encourage appropriate voluntary organisations and these voluntary organisations should be treated as agents of the Government.

Non-statutory social welfare programmes should find encouragement from the Department of Social Welfare more through grants-in-aid than through direct operation.

Each legislature should pass a Social Policy Resolution as a guide line for action once in five years (after every fresh general election).

#### *Planning*

The activities of the Planning Commission should be bifurcated into two main streams—economic and social. These two wings—Economic and Social, should be headed by a Director General working under the Deputy Chairman. The Social Wing of the Commission should prepare a co-ordinated social plan and integrate it in the national development plan after discussions with the Director-General of Economic Wing and the Deputy Chairman.

At the Union level there should be either :

- (a) A Deputy Prime Minister each for Social and Economic Affairs and the existing ministries should be regrouped by placing them under the overall unifying responsibility of the respective Deputy Prime Minister, or
- (b) There should be a fulfilled *Ministry of Social Welfare* and the Department of Housing and Community Development should be placed in it.

The welfare of scheduled castes and backward classes should be located in the newly suggested Ministry of Housing, Community Development and Social Welfare.

A single Department should handle both (rural and urban) aspects of Community Development under a single minister in close communication and collaboration with those departments or ministries concerned with the other aspects of development.

Social insurance subjects should be placed in the Ministry of Labour and Employment. Social assistance should form part of Social Welfare Ministry.

The Social Welfare Ministry should be entrusted with the responsibility for implementing the social policy and social welfare programmes.

In the Lok Sabha there should be constituted a special Committee for reviewing the implementation of social policy directives and the functioning of the Social Welfare Departments. The committee could be on the analogy of the Committee on Public Enterprises of the Lok Sabha. Similarly there should be a Committee on Social Services and Social Welfare which would include services like health, education, housing, community development, social security and social welfare.

The Central Social Welfare Board should be made a statutory autonomous organisation with powers to dispense grants-in-aid, to experiment and enlarge the sphere of welfare activities, enlist public participation and mobilize community resources for social development programmes. It would be under the suggested Ministry of Housing, Community Development and Social Welfare for purposes of accountability to the Parliament.

## STATE LEVEL

### *Policy*

At the State level there should be a State Social Welfare Council. This Council would be a review body. The Council will be composed of representatives from various departments carrying on activities of social welfare significance, Social Welfare Department, State Social Welfare Board, and state level voluntary organisations. Besides these representatives there should also be in this Council, legislators, academicians and social welfare experts.

This Council is to meet once a year and will review the policy and performance in the field of social welfare during the year.



There should be an Inter-ministerial Committee at the Cabinet level with the Chief Minister as the Chairman of the Committee and Development Commissioner, or, in the absence of such a post, the Chief Secretary of the Government, as the Secretary of the Committee. This Inter-ministerial Committee will consist of top-level representatives of Social Welfare Department and other departments carrying out social welfare activities. This Committee should also have representatives from the State Social Welfare Board as its full-fledged members. This Inter-ministerial Committee will be concerned with the co-ordination at the policy making and planning levels.

It is also recommended that the implementation of the policies, laws and programmes for the welfare of scheduled castes and backward classes should be the responsibility of the Social Welfare Departments.

When the State Department of Social Welfare entrusts the welfare programmes for the handicapped to eligible voluntary institutions, it should regard the voluntary institutions as partners in its enterprise and extend to them the same allotment and facilities and equipment as though they are its extended arms.

### *Legislation*

Every state welfare activity should, as far as possible, be supported by appropriate legislation.

As a matter of uniform principle, the existing or emerging schemes of old-age assistance should be treated as welfare scheme for the aged and therefore should form part of the activities of the State Department of Social Welfare. These schemes should no longer continue to be supported by administrative or ministerial orders but should be duly embodied in laws passed by State legislatures.

The Union Government has enacted a model Children Act. This Act is applied in Union Territories and this should be adopted by all the states which do not have similar laws.

### *Re-organisation*

There should be a Minister for Social Welfare with a technically competent Directorate of Social Welfare in each State. The separate posts of Secretary and Director should be merged into one because in the new emerging field of social welfare there is no need to have two organisations, one for policy and the other for execution. The Social Welfare Department should have the following specialised Bureaux :

- (1) Social Defence Bureau.
- (2) Bureau for the Handicapped.
- (3) Bureau for Women, Children, Youth and the Aged.
- (4) Social Development Bureau or the Bureau of Scheduled Castes and Backward Classes.
- (5) Grants-in-aid and Counselling Bureau.
- (6) General Administration and Accounts Bureau.

There will be a Director at the top and each Bureau will be headed by a Chief of Bureau and a supporting technical, inspecting and administrative staff.



Financial matters, house-keeping, equipment and supplies could be well looked after by the Financial Adviser and the generalist administrator working below the Secretary-cum-Director of the Social Welfare Department.

In case the present pattern (separate Secretary and separate Director) continues, then it is suggested that the Secretariat should develop such conventions about procedures as would enable the Directorate to operate effectively without inviting interferences in details from the lower level officials in the Secretariat. It is also suggested that the Secretariat should have minimum staff below the Secretary. He may have one or two competent Deputy Secretaries with stenographic assistance and they would be the clearing agents of the files from the Directorate on all routine matters that require secretariat clearance but on crucial matters, the heads must meet and take decisions without too much filtration and noting at both ends.

A separate Ministry of Social Welfare should be established at the State Government level with the different departments of social welfare, such as, welfare of the maladjusted and of the handicapped, welfare of backward classes and scheduled castes, women's welfare, youth welfare, the welfare of the aged, housing and the welfare of slum dwellers, community development etc. included in it.

The following should be the functions of the Department of Social Welfare :—

- (1) Execution of technical programmes of social welfare.
- (2) Co-ordination of allied programmes of social welfare.
- (3) Grants-in-aid and technical aid.
- (4) Registration and licensing of institutions and training of workers, research and evaluation, and
- (5) House-keeping or general administration.

The priorities in the functions of Social Welfare Directorate should be as follows:

- (1) The implementation of social reform and social welfare legislation.
- (2) Securing effective co-ordination between social services, social welfare services and allied services administered by different departments.
- (3) Administering grants-in-aid.
- (4) Securing publicity, public participation, and promoting mutual aid programmes in the community through the various media of communication and demonstration.
- (5) Planning, Research, Evaluation and Training.

### *Personnel*

The State Governments, the Union Government and the schools of social work in each State or the University Grants Commission and the Association of Schools of Social Work should convene a joint meeting to discuss the common problems of the creation of a Central and State Government cadres of social welfare and the supply through schools of social work of the trained personnel for creating this cadre as part of each five year plan personnel requirements for social welfare.

The Department of Social Welfare should make a clear specification of jobs and careers in social welfare with appropriate qualities and qualifications shown for each job and the opportunities for specialisation and career promotion should be considered as part of the organisational problem.

The Maharashtra example, where State Board employees get all the benefits of pay and conditions of service available for employees in Government, should be followed by other States.

### *Co-ordination*

Next to the Inter-ministerial Committee, there should be an Inter-departmental Committee of the Social Welfare Department and other departments carrying out activities having a close relationship to social welfare programmes. In this committee the District Welfare Officers or the officers concerned with social welfare programmes should also be invited for participation. This Committee will periodically scrutinise the co-ordinated execution of various social welfare programmes.

In the voluntary sector also there should be a committee called "Social Welfare Committee". This Committee should be organised by the State Social Welfare Advisory Board and it will consist of representatives of State Social Welfare Advisory Board, and voluntary organisations at the State level and representatives from the district level.

Over a period of time the State Social Welfare Advisory Board should develop a federation of state level voluntary associations in different fields of social welfare activity in the State. Such a federation, together with nominees of the Department of Social Welfare and also nominees of allied departments (the departments carrying out activities of social welfare significance) and some members of the Legislatures etc., should form a "*State Council of Social Welfare*" which should meet once a year to review the reports of the State Social Welfare Board and Social Welfare Department of the state and different subject-matter associations.

### DISTRICT LEVEL

A Social Welfare Department should be created in the local government institutions in both rural and urban areas. In the rural areas, there should be a welfare department at the Zilla and Block levels. It is also recommended that a District Welfare Officer and Welfare Extension Officer should be appointed at the District and Block levels respectively. Wherever possible a trained social worker or diploma holder should be selected and appointed to this position.

In every Zilla Parishad and Municipal Corporation and Municipality there should be a separate Social Welfare Department whose task would be to activate the community to contribute, to enable people to make use of the services already provided under Government auspices and to provide certain services not otherwise available but needed by the people. There should be qualified officers and field staff attached to the Zilla Parishad, corporations and municipalities.

*Public Co-operation*

At the District and Block levels there should be District and Block Level Mobilisation Committees. The functions of these committees will be (1) to communicate to the public the social reform/welfare policies and programmes of the Government, (2) to enlist the co-operation of leaders/organisations and persons in various walks of life for successful implementation of social reform/welfare policies and programmes, (3) to organise welfare weeks/days and (4) to mobilise community resources in cash or kind for social reform/welfare policies and programmes.

These committees should be broad based enough to consist of different political parties, trade unions, academic institutions, professional organisations, Gandhian Institutions, etc.

## ANNEXURE II

### QUESTIONNAIRE

#### 1. Existing Pattern of Social Welfare Administration

##### (A) General

(1) Please indicate the subjects/items of work which constitute social welfare programmes in your State/Union Territory.

(2) Please indicate the Programmes initiated by your State Government Union Territory with

(a) its own resources ;

(b) financial assistance available from the Centre ; and

(c) Any other source.

(3) Annual budget allocation for each of these programmes. Please give figures for the last ten years or for as many years as possible.

(4) Total budget allocations for Social Welfare in the Second and Third Plans (year-wise).

(5) Whether the actual expenditure is more or less than the budget allotment? If there is a shortfall, the reason, thereof may be mentioned.

(6) Are you satisfied with the existing financial arrangements? If not, please indicate the desired lines of change.

##### (B) State Department

(7) Whether a separate Department/Directorate of Social Welfare exists in your State/Union Territory.

(8) If yes, whether all the social welfare subjects mentioned in (1) above fall within the purview of this Department/Directorate. If this is not the case, the social welfare subjects allocated to other Departments may please be mentioned.

(9) If the answer to (7) above is negative, please mention the Departments/Directorates which handle social welfare subjects.

(10) In what way co-ordination of the activities of the Departments concerned with social welfare programmes is ensured at the departments and field levels. Give details. Have you any suggestions to make for achieving better co-ordination?

(11) Please give the composition, functions and status of the Committee(s), if any, set-up for the implementation of various social welfare programmes, particularly those for the welfare of

(a) children ;

(b) women ; and the

(c) handicapped persons.

(12) Please give a precise and complete picture of the present organisational set-up of social welfare administration and the number of personnel employed at the following levels :

- (a) State ;
- (b) District ; and
- (c) Block.

(Please attach a separate sheet)

(13) Please give a list of organisations, both official and non-official, carrying out social welfare programmes at (a) State level ; and (b) District level ; and (c) Block level.

(Please attach a separate sheet)

(14) Is there any statistical unit attached to the Department(s) concerned with social welfare ? If so, what are its functions and composition.

*(C) State Social Welfare Advisory Board*

(15) Please give a brief account of the activities of the State Social Welfare Advisory Board in the State/Union Territory mentioning separately the programmes which this Board is implementing on its own.

(16) Whether the functions of this Board are clearly defined and demarcated in such a way that there is no duplication of efforts at any level.

(17) What is the precise relationship between the State Social Welfare Advisory Board and the State Social Welfare Department/Directorate ?

(18) Whether this relationship is satisfactory and harmonious and is successful in the effective implementation of social welfare programmes in the State/Union Territory ? Or do you want any changes ? If so, please indicate the lines of change.

*(D) Voluntary Welfare Organisations*

(19) Number of Voluntary Welfare Organisations working in the State. Please give a list of these organisations together with the field(s) covered by each of them.

(Please attach a separate sheet)

(20) In what way and to what extent are these organisations assisted by—

- (a) The State Government ;
- (b) State Social Welfare Advisory Board; and
- (c) Any other source.

Are the procedures of assistance satisfactory ? If not, indicate the lines of changes in the procedures ?

(21) What is the role of these organisations in the context of social welfare policies of the State/Union Territory.

(22) What is the role assigned to the Panchayati Raj Institutions. In what way and to what extent have the activities of these resulted in the acceleration or minimization of the role of voluntary welfare organisations.

**(II) Need for evolving a uniform pattern of Social Welfare Administration.**

(23) Do you agree with the view that there should be a uniform pattern of social welfare administration for adoption in the States? Give reasons.

(24) Do you think that the existing pattern of social welfare administration is the most effective and suitable instrument for implementing social welfare policies in the State/Union Territory?

(25) If the answer to (24) is in the negative, what changes, in your opinion, are necessary in order to ensure smooth working of the various agencies doing social welfare work in the State/Union Territory.

(26) If it is decided that a uniform pattern of social welfare administration be adopted in the country, would you be prepared to make suitable changes in the existing pattern in your State/Union Territory.

(27) Which of the following measures, in your opinion, will help in evolving a uniform pattern of social welfare administration in your State/Union Territory.

(a) conferring greater autonomy on the State Social Welfare Advisory Boards.

(b) merger of the State Social Welfare Advisory Boards with the State Social Welfare Departments.

or

(c) Re-organisation of Social Welfare Departments in such a way that all social welfare activities fall within the purview of these Departments only.

(d) making the Panchayat Samitis/Panchayati Raj institutions responsible for implementing all social welfare programmes at the block level.

(e) strengthening the Voluntary Welfare Organisations and making them responsible for implementing social welfare programmes at the District and State levels.

Give reasons in support of your views.

(28) What is the existing machinery for achieving public cooperation?

(29) Any other factor which you think will help in evolving a uniform pattern of Social Welfare Administration in your State.

Signature

Designation

Date

**ANNEXURE III (A)**  
**No. F. 8-47/63-SW.3,**  
**GOVERNMENT OF INDIA**  
**MINISTRY OF EDUCATION**

*New Delhi-1, the 17th August 1963/Seravana 1885, Saka.*

From

Shri P.C. Sharma,  
Assistant Educational Adviser to the Government of India.

To

The Director,  
Indian Institute of Public Administration,  
Indraprastha Estate, Ring Road,  
NEW DELHI-1.

**SUBJECT: Uniform Pattern of Social Service Administration in the Country.**

Sir,

I am directed to say that sometime back, the Indian Council for Child Welfare, a voluntary organisation headed by Smt. Indira Gandhi, made the following recommendation :

“For concrete implementation of coordination of voluntary agencies at state and district level, it is essential that steps should be taken to set up a uniform pattern of social service administration in the country”.

2. This recommendation was considered by the Committee on Child Welfare, constituted by this Ministry, in their last meeting held on the 11th and 12th July, 1963. The Committee decided that a study on the project may be entrusted to the Institute of Public Administration, New Delhi.

3. I am, therefore, to request you kindly to undertake the investigation of the existing pattern of Social Service Administration in the various States/ Union Administrations and suggest a uniform pattern for adoption in the country. It will be appreciated if this Ministry is informed whether the Institute will be able to undertake this study.

Yours faithfully,  
Sd/- (P.C. Sharma)  
Assistant Educational Adviser.

### ANNEXURE III (B)

December 15, 1964.

Dear Shri Nauhria Ram,

Please refer to certain differences in the term of reference of the subject to be studied. Please refer to your office letter dated 17th August, 1963, the last para of which reads as follows :

I am, therefore, to request you kindly to undertake the investigation of the existing pattern of Social Service Administration in the various States/Union Administrations and suggest a uniform pattern for adoption in the country. It will be appreciated if this Ministry is informed whether the Institute will be able to undertake this study.

In the letter dated 16th October, 1963, Shri P.C. Sharma refers to the subject as : Grant in Aid for undertaking a study of *Existing Pattern of Social Welfare Administration in the States—Union Administrations with a view to Evolving a Uniform Pattern for Adoption in the Country.*

In your letter of 9th December 1964, you refer to the project entitled "Uniform Pattern of Social Services Administration in the Country."

I shall be much obliged if you can clarify the particulars of the subject for study namely, whether it is "Social Service Administration" or "Social Services Administration" or "Social Welfare Administration".

I am sorry to take you back to the initial stages of terms of reference. But I find it necessary to get this clarification before I proceed any further. I have so far proceeded under the impression that I am to study the existing pattern of social welfare administration. My impression was based upon Shri P.C. Sharma's letter referred earlier and Shri C. Ganeshmurthy's circular dated 28th July, 1964. If my impression is not correct, please clarify the position; otherwise you may confirm it.

Yours sincerely,  
Sd/- (V. Jagannadham)

Shri Nauhria Ram,  
Deputy Educational Adviser,  
Department of Social Security,  
Social Welfare Division,  
C/o Ministry of Education,  
Government of India,  
New Delhi-1.



## ANNEXURE IV

### GOVERNMENT OF MADRAS

#### ABSTRACT

**Women's Welfare**—Reorganisation and Integration of Agencies—  
Reconstitution of the State Social Welfare Board—Orders—Passed.

Rural Development and Local Administration Department. G.O.  
Ms. No. 1433.

One of the important items of Rural Development Work relates to activities connected with the Welfare of Women and children in the rural areas. Madras State has had the services of a department of Women's Welfare for the last many years. The department runs a number of Women's Welfare Centres in the districts. In these centres Madar Sangams are organised and rural women are taught skills relating to tailoring, embroidery, etc. The department of Women's Welfare also runs work centres for the training of rural women in various crafts intended to enable them to supplement their family income. The department, in addition, runs a full-fledged Government Service Home to which destitute women are admitted and given suitable training to enable their rehabilitation into society. The staff of this department consists of the Director of Women's Welfare, an Assistant Women's Welfare Officer in each district and Women's Welfare Organisers in the Centres in addition to the supporting office staff at various places.

2. The schematic budget of the Community Development Programme has a provision under "Social Education". The provision has been used *inter alia*\* for activities among women and children including the promotion of Madar Sangams by providing assistance to these Sangams for purchase of equipments on a subsidised basis to run Balwadies and a few other items of work connected with the welfare of women and children. This programme is being carried out through the agency of a Social Education Organiser (Women) and two Gramasevikas, who form part of the schematic pattern of staff in each Block under Community Development Programmes.

3. The Central Social Welfare Board was set up by a resolution of the Government of India in the year 1953. On the suggestion of the Central Social Welfare Board the State Government agreed to the constitutions of a State Social Welfare Advisory Board and the first Board was accordingly constituted in the year 1954. The functions of the State Social Welfare Advisory Board as envisaged then were as follows :

- (a) To act as medium for exchange of information between the field and the centre and *vice versa*,

- (b) To invite and examine application for grants-in-aid to voluntary institutions,
- (c) To supervise and report on the aided institutions,
- (d) To advise and assist the Central Board in sponsoring new welfare programme and activities wherever they are needed within the State,
- (e) To co-ordinate the welfare and developmental activities undertaken by the various departments of the State Government with a view to avoiding duplication, and
- (f) To undertake such other activities as may be conducive to the fulfilment of these objectives.

The State Government bears 50 per cent of the expenditure on the office of the State Board subject to the condition that the budget of the State Board will be scrutinised by the State Government before finalisation.

4. The State Social Welfare Advisory Board is connected with two main activities at present. The first relates to the recommendation to the Central Social Welfare Board of applications, for grants-in-aid from voluntary welfare institutions. Further follow-up supervision and guidance to aided institutions are also undertaken by the Board. The grants-in-aid programme has served to strengthen the Voluntary Welfare Institutions in terms of financial resources and has been the basis for further systematic development. The second activity of the Board, relates to the running of the Welfare Extension Projects in the rural areas. The distinctive feature of the organisational set-up of these Projects is the creation of the active participation of non-official women voluntary workers, right from the State to the Districts and village levels for the execution of Social Welfare Programmes and to extend Welfare Services to the rural areas which were hitherto left uncovered. These projects which implement programmes relating to women and children are administered through the Project Implementing Committees with non-official Chairman and Members nominated by the State Social Welfare Advisory Board. The projects were originally conceived as independent of the Community Development Programme and two or three projects were organised for each revenue district comprising of Welfare Centres located in remote corners of the districts. Subsequently the pattern of these projects was changed under an integrated pattern project, co-terminus in area and period of operation with the Community Development was inaugurated. This was also subsequently modified, to suit the revised programme of operation of the Community development Programme on the basis of two stages of five years each. The State Board maintains staff consisting of Mukhyasevikas at the supervisory level, and Gramasevikas, Maternity Assistants and Craft Assistants in these Projects in addition to the staff of the office of the State Board and Project Implementing Committees.

5. The Madras Panchayat Act, 1958 is now in the process of implementation. Under the Act Panchayat Unions will be constituted in three batches for the development Block of this State before the 2nd October, 1961. Under the Act, responsibility for the promotion of Maternity and Child Welfare Services rests with the Panchayat Union. Section 66 of the Act also provides that the State Government shall entrust the Community

Development Programme to the Panchayat Union. The State Government has decided that the date of such entrustment of the Community Development Programme to the three batches of Panchayat Unions shall be 1-4-61, 1-7-61 and 1-1-62 respectively.

6. The State Government has been examining for some time now the question of suitably integrating and reorganising the agencies connected with the implementation of the programme for women and children in order to suit the new conditions. They have examined proposals for such reorganisation in consultation with the State Social Welfare Advisory Board and have taken the following decisions :

The decisions have also the concurrence of the Central Social Welfare Board.

*7. I. The State Social Welfare Advisory Board :*

- (i) The State Social Welfare Advisory Board will be called hereafter the State Social Welfare Board. It is the intention of the Government that such working relationships should be established as will enable the evolution of this Board into a statutory Board on the model of the State Khadi and Village Industries Board. The existing Advisory Committee for the Department of Women's Welfare will be abolished.
- (ii) The State Government will reconstitute the State Social Welfare Board in consultation with the Central Social Welfare Board.
- (iii) The composition of the Board will be 21 including the Chairman. 12—Non officials, one from each of the Revenue Districts excluding Madras.  
4—Officials.  
5—Non-officials.
- (iv) The State Social Welfare Board will be charged with the responsibility for determining all matters of policy relating to the programme for women and children in this State and with the formulation and implementation of all Schemes under this programme. The State Board will be responsible for the detailed examination of all these schemes including financial outlay, their implementation, review of progress, advising in the drawing up of syllabi for training and for recommending grants from the State Government to non-official institutions and advising the State Government on the policy relating to the recruitment of staff and on other matters, on which the State Government may require advice. The State Board in its day-to-day business will work in accordance with a set of rules framed by it and approved by the Government.
- (v) The State Board should meet at least once in two months. The Chairman shall preside at all such meetings.
- (vi) The Chairman and the Members of State Board will also tour in their respective jurisdictions and guide the work on the field.
- (vii) The State Board will have a whole time Secretary who will be responsible to the Board for implementing the programme of the Board.

- (viii) The State Board will be responsible to the State Government in all matters relating to the Women's and Children's Programmes of the State and will also be responsible to the Central Social Welfare Board in regard to their grants-in-aid programme which is entirely financed by them.
- (ix) The office of State Social Welfare Advisory Board and the office of the Director of Women's Welfare will be integrated into a single office.
- (x) The Secretary of the Board who will be the Director of Women's Programme will be in charge of the reorganised office of the State Social Welfare Board subject to overall control of the Board.
- (xi) There will be a department under the State Social Welfare Board with the Director, Women's Programme as the head which will consist of all the existing staff of the three agencies, viz., Women's Welfare Department, Social Education Organisers (women) and Gramasevikas of the Community Development Blocks and the staff of the State Social Welfare Advisory Board. The Common categories of the staff in the three wings will be merged into a single cadre. Suitable steps will be taken to protect the interest of the existing incumbents as on 31st March 1961 in the three wings. The entire staff will work under the day-to-day executive control of the Director, Women's Programme subject to overall guidance of the State Social Welfare Board.
- (xii) The Director (Secretary) will be a State Touring Officer. She will attend all meetings of the State Social Welfare Board in her capacity. She will be responsible for all executive work connected with the implementation of the programme, as chalked out by the Board. She will have powers of a head of department in regard to the staff of the reorganised department subject to overall guidance of the Board. She will be assisted by necessary staff to deal with the work relating to the Administration, Programme and Training, Grants-in-aid, etc.

8. *The Set-up at the District Level:*

- (a) There will be a Committee for the programme for women and children for each Development District.
- (b) The Member from the Revenue District concerned on the State Social Welfare Board will be the Chairman of the Committee in the Development District.
- (c) The District Committee will consist of Chairman of all the Block Level Committees in the Development District.
- (d) The Committee may also co-opt four Voluntary Social Workers in consultation with the State Board.
- (e) The Committee will be responsible at the District Level for review, assessment, etc., of the programme for women and children and to report the result of such review, etc., to the State Board.

- (f) There will be a Departmental Officer for each revenue district. She will be *ex officio* Secretary of the District Level Committee. The District Level Officer will be expected to tour the various Blocks and render necessary advice and guidance to the Women's Welfare Committees in the Blocks and Mukhyasevikas and the Gramasevikas. In carrying out this work he will work under the directions and guidance of the District Committee.

9. *The Set-up at the Block Level:*

- (a) The work relating to women and children in all the Unions will be administered by a Committee of the Panchayat Union from the date of entrustment of the Community Development Programme under Section 66 of the Madras Panchayats Act, 1958 to the Panchayat Union of the Block concerned.
- (b) The composition of the Committee will be as follows :
- (i) The Chairman of the Panchayat Union Council (as a Member).
  - (ii) The three Women Members of the Panchayat Union.
  - (iii) Five members from among the women members of the Panchayats in the Panchayat Development Block.
  - (iv) Two local Voluntary Women Workers co-opted by the Committee as per the recommendation of the State Board.
  - (v) Commissioner.

This Committee will have powers similar to other Committee of the Panchayat Union. It will be responsible for the administration of work relating to Women's and Children's Programme including the expenditure from the Women's and Children's Grant mentioned in the Panchayat Development Schematic Budget, and the work relating to the Administration of Maternity and Child Welfare Programme in the Panchayat Unions.

- (c) This Committee will be responsible for laying down the programme of policy for work connected with these items in the Panchayat Union and implement them with the guidance of the District Level Committee wherever necessary.
- (d) This Committee will be called the Women's Welfare Committee and the Chairman of this Committee shall be a Woman.
- (e) In every development Block there will be one Mukhya Sevika and two Gramasevikas. These personnel will be members of the extension Service Establishment placed at the disposal of the Panchayat Union and will work subject to the normal day-to-day control of the Panchayat Union Commissioner and the general direction and guidance of the Women's Welfare Committee of the Panchayat Union.

10. *Grants-in-aid Programme of the State Government:*

The funds available with the State Government for payment of grants-in-aid for Voluntary Welfare Institutions will also be administered as per the recommendations of the State Social Welfare Board.

11. *Relationship between the Central Social Welfare Board and the State Social Welfare Board :*

- (a) The State Social Welfare Board may receive all guidance, information, etc., relating to various programmes for women and children and general policy suggestions regarding recruitment, training, etc., of the staff from the Central Social Welfare Board. The State Board will consider these suggestions at the Board Meetings and in respect of any scheme which it considers should be implemented, in this State, will do so in consultation and co-ordination with the State Government.
- (b) The State Social Welfare Board will continue to act as the agency for the collection and scrutiny of applications under the grants-in-aid scheme of the Central Social Welfare Board from voluntary welfare institutions.
- (c) The State Social Welfare Board will continue to supervise generally and report on the working of the aided Institutions.
- (d) The State Social Welfare Board will advise and assist the Central Social Welfare Board in sponsoring new Welfare Programmes and activities coming under the grants-in-aid scheme of the Central Board.
- (e) The State Social Welfare Board will assist the Central Social Welfare Board and the State Government in the further development of welfare services.

12. These changes will be brought into force with effect from 1-6-61. Government hopes that this important reorganisation will make it possible to put through a vigorous programme for the promotion of the welfare of the women and children.

13. This order issued with the concurrence of Finance Department—vide their U.O. No. 57447/E1/61-1 dated 19-5-1961.

14. The receipt of this order should be acknowledged.

(By Order of the Governor).

R. A. Gopalaswamy,  
*Chief Secretary to Government.*

(True Copy)

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